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THE CITY SUPERINTENDENT AND THE BOARD OF EDUCATION

BY

WILLIAM WALTER THEISEN, Ph.D.

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INTRODUCTION

1. The Problem

The problem of this study is to discover how lay boards of education provide for the administration of city school systems through professional chief executives. The study is concerned with an analysis of the practices of boards of education in cities of various sizes, together with an attempt to evaluate such practices. It is an attempt to discover what functions boards of education themselves perform, as a body or through their committees, what functions are delegated to executives, and how these functions are delegated.

Questions which the study seeks to answer in part at least are: What are the duties that lay boards perform? What is the nature of matters receiving the attention of boards? What kind of data do they require as a basis for determining school policies? What functions are delegated to committees? What functions are delegated to executive officers? What is the form of administrative organization provided? To what extent do boards recognize professional leadership in administrative matters and in initiating school policies? Constructively the study seeks to discover the duties that are important for a lay board to perform as opposed to those that are trivial or that are professional and administrative. It seeks to discover those functions that should be delegated to the professional chief executive and his assistants and the scope of authority that should be given them. And, finally it seeks to discover how, with such functions delegated to professional executive officers, a lay board may exercise efficient control of the responsibilities imposed upon them by the state.

2. Criteria

An effort will be made in this study to use objective measures as far as possible. These will be supplemented by the results of

a group of judgments and by analogies with similar practices in the fields of business and city administration.

The first criterion which we may apply is use or waste of salaried professional skill actually purchased. As a corollary to this may be added the employment or non-employment of the highest degree of skill available for the salary paid. It is a fair measure to place an unfavorable evaluation upon that board practice which employs a superintendent for the professional service he is capable of rendering, and then either, on account of the board's own ignorance or egotism, fails to utilize this professional skill for which it is paying. In this category may be placed such matters as the failure to recognize the professional character of educational leadership, the failure to give the superintendent as chief executive the power to control the educational aspects of all departments of the system, or the failure to give him the necessary authority to secure the results of which he is capable.

A second criterion which may be applied is economical use of time at the board's disposal, e.g., as represented by the distribution of time in board meetings. The assumption in this case is that the consideration which different matters coming before a board will receive is, roughly speaking, inversely proportional to the number of questions considered. The practice which gives lengthy consideration to trivial matters with the result that large and important questions are passed upon with scant treatment or that attemps to deal with fifty questions in one meeting when it has time enough to consider adequately only a few large questions is not to be considered on the same plane with one that centers its attention on important matters, and leaves administrative details to be attended to by the professional leaders it employs.

A third criterion to be used is precision or definiteness, i. e., acting on adequate or inadequate information in determining school policies as in such matters as the budget. The practice which passes upon a budget containing ten items in lump sums, not knowing whether they represent the actual school needs in relation to the financial ability of the city or not, is not to be compared in point of administrative efficiency with that which passes upon a budget knowing just what proportion of its funds

is to go for each of the different forms of service—administrative control, supervision, teaching, text-books, fuel, supplies, janitor service, repairs—that knows how these proportions compare from building to building, from year to year or with similar items in other cities; that knows how these items compare in terms of per pupil cost; that knows something of the reasons for differences in cost; that knows how large a burden may reasonably be placed upon the taxable wealth of the community for education in the light of what it must spend in other endeavors; and that knows whether or not it has secured ample returns from previous expenditures in the way of achievements.

As a fourth criterion, though largely subjective, we may use familiarity displayed by a board with its own actions. We may evaluate unfavorably the action of a board that permits committee judgments to serve without question as board judgments on matters of policy or administration; that accepts committee reports without discussion or that does not require adequate reports of executive officers nor discuss them.

THE CITY SUPERINTENDENT AND THE BOARD OF EDUCATION

CHAPTER I

THE BOARD AND ITS DUTIES

THE purpose of this chapter is primarily to consider the duties of a board of education and of its committees. It is aimed to select, if possible, from the wide range of duties performed by boards of education, those duties which are of vital importance. It is aimed to select those that are worthy of a board's attention, as opposed to those that are of trivial importance or that are professional in nature and which ought therefore to be delegated to the superintendent or his assistants. There are those who fear that in the modern demand that the superintendent be given large powers, the board of education will have little left to do and, as a result, will not attract to its membership the community's most capable citizens. We shall present in this chapter a tentative list of the more important duties of a board of education, ranked in their approximate order of importance as judged by several hundred competent judges. As to the proper function of board committees, the writer does not hope to reach a complete solution of the problem in this study. A thorough solution of the committee question would require a special investigation in itself. We shall present the evidence found, viewing it in the light of certain other factors which influence. We may to a certain extent evaluate the work performed by committees from the standpoint of the duties that should be performed by the board as a whole and in light of the same criteria that are to be applied to the larger body.

1. CITIES OF THE STUDY

Table I gives the cities whose rules and regulations were analyzed.[1] In it is given also the population of each city to the near-

[1] In two of these cities the board publishes no rules and regulations. In one of these the writer made a personal investigation in some detail to

est thousand as given by the last Federal Census, the size of the board, and the number of board committees for each city. Table II gives the cities whose minutes were examined.

TABLE I

City	Population	Size of Bd.	No. of Coms.	City	Population	Size of Bd.	No. of Coms.
1. Norwalk, Conn...	25,000	9	4	51. Portland, Ore. ..	207,000	5	8
2. Chester, Pa.	39,000	9	5	52. Terra Haute	58,000	5	0
3. Cleveland	560,000	7	6	53. Paterson	126,000	9	4
4. Akron, Ohio	69,000	7	9	54. Richmond	128,000	9	4
5. New York	4,767,000	46	15	55. Brookline, Mass..	28,000	9	5
6. Salt Lake	93,000	5	5	56. Pittsfield, Mass...	32,000	15	15
7. Waltham, Mass...	28,000	10	6	57. Columbus, Ohio .	182,000	7	6
8. New Orleans	339,000	5	4	58. Joliet, Ill.	35,000	7	9
9. Wausau, Wis.	17,000	12	7	59. Omaha	150,000	12	6
10. Grand Rapids ...	113,000	9	4	60. Lincoln, Nebr. ..	44,000	6	6
11. St. Louis	687,000	12	4	61. Indianapolis	234,000	5	5
12. Yonkers, N. Y...	80,000	15	16	62. Beverley, Mass. .	19,000	7	4
13. Detroit	466,000	18	8	63. Brockton, Mass...	57,000	10	9
14. Rochester	218,000	5	0	64. Central Falls, R.I.	23,000	6	6
15. Fall River, Mass.	119,000	9	11	65. Westport, Mass..	3,000	3	1
16. Minneapolis	301,000	7	0	66. Waterbury, Conn.	73,000	7	5
17. Syracuse	137,000	7	9	67. Philadelphia	1,549,000	15	8
18. Newton, Mass. ..	40,000	7	0	68. Harrisburg	64,000	9	5
19. Baltimore	558,000	9	6	69. Schenectady	73,000	5	5
20. New Haven	134,000	7	6	70. Pine Bluffs, Ark..	15,000	6	5
21. Bridgeport, Conn.	102,000	12	4	71. Fort Smith, Ark..	24,000	6	5
22. Newburyport, Mass.	15,000	12	11	72. Montgomery, Ala.	38,000	5	5
23. Boston	671,000	5	0	73. Manchester, N.H.	70,000	12	4
24. Denver	213,000	5	0	74. Joplin, Mo.	32,000	6	5
25. Covington, Ky. ..	53,000	5	5	75. Lockport, N. Y..	18,000	12	8
26. Louisville	224,000	5	5	76. Freeport, N. Y..	5,000	5	2
27. San Francisco ..	417,000	4	7	77. Everett, Wash. ..	25,000	5	5
28. Cedar Rapids, Ia.	33,000	7	6	78. Oakland, Cal. ...	150,000	7	4
29. St. Joseph, Mo...	77,000	6	6	79. Fargo, N. D. ...	14,000	9	8
30. Evansville, Ind...	70,000	3	0	80. Charleston, S. C..	59,000	10	7
31. Fort Worth	73,000	7	6	81. Boulder, Colo. ..	10,000	5	5
32. Moline, Ill.	24,000	13	8	82. Wakefield, Mass..	11,000	6	5
33. New Brunswick, N. J.	23,000	5	8	83. Wichita	52,000	12	11
34. Elgin, Ill.	26,000	13	9	84. Johnstown, Pa. ..	55,000	9	4
35. Spokane	104,000	5	5	85. Charlotte, N. C..	34,000	17	7
36. Houston	79,000	7	6	86. Columbia, S. C...	26,000	7	5
37. Laramie, Wyo. ..	8,000	6	4	87. Racine, Wis.	38,000	18	8
38. Lead, S. D.	8,000	5	4	88. Newport, Ky. ...	30,000	12	15
39. Topeka	44,000	13	6	89. Worcester, Mass..	146,000	30	14
40. Nashville	110,000	9	4	90. Milton, Mass. ...	8,000	6	3
41. Chicago	2,185,000	21	9	91. Holyoke, Mass. .	58,000	9	11
42. Providence	224,000	33	19	92. Lawrence, Mass..	86,000	5	0
43. Winston-Salem, N. C.	17,000	7	3	93. Kansas City, Mo.	248,000	6	10
44. Sioux City, Ia....	48,000	7	7	94. West Point, Nebr.	1,800	6	6
45. Cape Girardeau..	8,000	6	6	95. Pierce, Nebr. ...	1,200	6	0
46. Seattle	237,000	5	6	96. Cortland, N. Y...	12,000	9	9
47. Greeley, Colo. ...	8,000	5	5	97. Fremont, Nebr. .	9,000	6	4
48. Calumet, Mich. ..	33,000	5	6	98. Portland, Me. ...	59,000	13	17
49. Lebanon, Pa. ...	19,000	7	6	99. Middletown, N.Y.	15,000	9	5
50. Pawtucket, R. I..	52,000	9	12	100. Winchester, Mass.	9,000	3	0

determine what is the actual practice. The other is a small city with which the writer was for a number of years intimately connected in his capacity as superintendent.

TABLE II

City	Population	Size of Bd.	No. of Coms.	City	Population	Size of Bd.	No. of Coms.
1. Seattle	237,000	5	6	31. Paducah, Ky.	23,000	5	—
2. Pittsburg	534,000	15	3	32. Salem, Mass.	44,000	5	—
3. St. Louis	687,000	12	4	33. Council Bluffs, Ia.	29,000	7	6
4. Reading	96,000	9	4	34. New Orleans	339,000	5	4
5. Worcester	146,000	30	14	35. Richmond	128,000	9	4
6. Newark	347,000	9	4	36. Carthage, Mo.	9,000	6	—
7. Albany	100,000	3	0	37. Owatonna, Minn.	6,000	5	—
8. Milwaukee	374,000	15	6	38. Martins Ferry, O.	9,000	5	—
9. Somerville, Mass.	77,000	14	8	39. Waterloo, Ia.	27,000	6	—
10. Lancaster, Pa.	47,000	7	—	40. Bellaire, O.	13,000	8	10
11. Muskegon	24,000	6	4	41. Mansfield, O.	21,000	5	—
12. East Orange	34,000	5	5	42. Plattsmouth, Neb.	4,000	6	—
13. Grand Rapids	113,000	9	4	43. Wichita, Kans.	52,000	12	11
14. Lincoln	44,000	6	6	44. Lead, S. D.	8,000	5	4
15. Omaha	150,000	12	6	45. San Antonio	97,000	7	9
16. Fremont, Nebr.	9,000	6	4	46. Mitchell, S. D	66,000	5	—
17. West Point, Nebr.	1,800	6	6	47. Des Moines	86,000	7	4
18. Pierce, Nebr.	1,200	6	0	48. Winfield, Kans.	7,000	6	—
19. Schenectady	73,000	5	5	49. Kalamazoo	39,000	6	3
20. Dunkirk, N. Y.	17,000	8	11	50. Ypsilanti	6,000	6	8
21. Millville, N. J.	12,000	5	—	51. Chatham, N. J.	2,000	9	—
22. Topeka	44,000	13	6	52. Louisville	224,000	5	5
23. Framingham, Mass.	13,000	6	2	53. Montclair	22,000	5	0
24. Whitehall, N. Y.	5,000	5	—	54. Bridgeport	102,000	12	4
25. La Porte, Ind	11,000	3	0	55. Chicago	2,185,000	21	9
26. Benton Harbor	9,000	6	—	56. Jersey City	268,000	9	8
27. Boise, Idaho	17,000	6	—	57. Cleveland	560,000	7	6
28. Bloomington, Ind.	9,000	3	—	58. Elizabeth	73,000	9	13
29. Kewanee, Ill.	9,000	—	—	59. New York	4,767,000	46	15
30. Burlington, Vt.	20,000	6	4	60. Los Angeles	319,000	7	6

NOTE—In both Tables I and II, where several visiting or building committees and the like have been found in a single city, they have in each case been combined into a single visiting or building committee.

2. The Question of Legal Limitations

It is not deemed necessary for the purpose of this study to enter into an analysis of the legal limitations affecting the powers and duties of city boards of education. While the statutes, on the one hand, do not for the most part prescribe the exact form in which these duties shall be exercised, they do not, on the other hand, prevent boards from exercising good judgment through the application of sound business principles in providing for the administration of the school system.

Among the powers and duties commonly granted to city boards of education are these: to employ teachers and fix their salaries; to determine courses of study and adopt text-books, in so far as not regulated by state law; to purchase fuel and supplies; to divide the city into districts for purposes of distributing attendance; to submit bond issues to a vote of the electors; to recom-

mend the tax levy; to have care and oversight of school property. The purchase and location of sites and the erection of buildings is frequently restricted by requiring a vote of approval by the electors, or in dependent city districts, by removing the power to purchase sites and erect buildings to other controlling bodies.

This study is concerned with the way in which provision is made in the by-laws of boards for the performance of duties commonly devolving upon them. It is concerned with what boards do, whether it be the result of inactivity or over-activity, or whether it be the result of legal restriction, or a combination of these factors. It is true that boards are not altogether responsible for not doing what they may be, by statute, prevented from doing, but their responsibility in that case lies in utilizing the means at their command for securing necessary changes in the laws. In short, we are interested in finding how different forms of board practice contribute to or hinder efficient school administration.

Even a casual examination of state school laws is sufficient to convince the student of educational administration that the statutes do not prevent boards from knowing what they are doing; from bending every effort (except in San Francisco, which provides for popular election of the superintendent) to secure as their chief executive officer the most capable man available; from looking to their chief executive for recommendations on questions of policy; from requiring of their executive officers adequate reports of the educational progress and business conditions of the school system; from an intelligent discussion of such reports; from requiring their chief executive and his assistants to submit a detailed analysis of proposed expenditures and probable receipts, showing just what each unit of educational endeavor will probably cost; from centering their own attention on large questions of policy and devoting a greater share of their time to large questions rather than to trivial matters. An examination of school laws reveals further that boards are not deterred by legal provisions, from refusing to appoint teachers and other officers, so far as the appointive power rests with the board, except as they are nominated and recommended by the chief executive. It does not prevent them from refusing to squander

their own time in listening to personal complaints and communications unless it is found that the matter in question cannot be adjusted satisfactorily by those whom it employs to administer its system of education.

While charters and general school laws do restrict boards in some cities by placing the money raising power, or the power to determine the location of sites and the erection of school buildings, in other hands, they may at least attempt to see that these other bodies are provided with adequate information regarding the needs of the school system. They may see that the city authorities or the legislature have opportunity to learn what is needed by the schools in the way of money, or types of educational endeavor. They may enlighten the people of the community as to the community's educational needs. They may make an honest effort to secure information as to whether or not the proposed expenditures are a fair and just burden upon the taxable wealth of the community.

Some provisions may be noted, however, that require certain administrative functions to be delegated. The Pennsylvania school law [2] provides that in school districts of the first class "associate and assistant district superintendents may be appointed by the board of school directors, upon nomination of the superintendent of schools. . . . They shall be under the supervision and direction of the superintendent of schools." It further provides [3] that, "All plans for new school construction, additions or repairs shall be approved by the superintendent of buildings and shall be submitted to the superintendent of schools for criticism, before submission to the board of public education for adoption." The St. Louis charter provides [4] that, "All appointments, promotions and transfers of teachers, and introduction and changes of text-books and apparatus, shall be made only upon the recommendation of the superintendent and the approval of the board."

In some instances the law provides certain statutory committees. New York City's charter provides [5] that, "It shall be the duty of the board of education . . . to appoint an executive committee of fifteen members of the board." It does not, how-

[2] Pennsylvania School Law, 1913, Art. XXII, Sec. 2224.
[3] *Ibid.*, Sec. 2231.
[4] St. Louis Charter, Sec. 7.
[5] New York City Charter, Sec. 1063.

ever, require that the board provide, as it does, fourteen additional standing committees.

In evaluating the practices of boards of education, error may be made in giving credit to boards for meritorious service; whereas, as a matter of fact, they may be doing only what the law compels them to do. Such error would tend to place the practices of boards in a more favorable light. Error may be made in the opposite direction, when certain criteria are applied, condemning boards for not doing what they may be prevented by law from doing. However this may be, our purpose, as stated, is to evaluate the practice of boards as it makes for or does not make for efficient school administration.

3. The Duties of a Lay Board of Education

a. Duties Undertaken in Practice

(1) *The Kind of Matters Considered in Meetings.* That the reader may form some conception of the nature of matters which occupy the attention of boards of education, matters reported in the proceedings were tabulated. Table III includes all matters considered by boards, when not in the form of committee reports, for the first two meetings [6] whose minutes were received for the sixty cities in Table II.[7] Too much significance must not be attached to the frequency of different matters found because certain types of business are more apt to be taken up in a given meeting than others. Bills of expenditure are commonly presented each month, while such a matter as the budget may be confined to one or two meetings each year and a question of bond issue or the selection of a chief executive may not occur in several years. Evaluation of the matters found to be engaging the attention of boards is reserved for later sections of the study.

(2) *The Kind of Data Required by Boards.* One criterion of the efficiency with which a board discharges its legislative functions is the precision or accuracy of the information it requires as a basis for passing upon proposed school policies. It is at the

[6] In some instances only minutes of one meeting were received.

[7] Except for reports of officers only matters occurring in three or more cities are given in the table. Matters merely referred to committees or officers are not included for the reason that such matters may be referred by the president without board consideration.

TABLE III[8]

I. Reports of Executive Officers

	Total
Superintendent's Report on:—	
Proposed extensions or readjustments of the scope of educational activities: 1, 3, 4, 5, 10, 12, 13, 19, 20, 21, 29, 33, 34, 40, 42, 53, 56, 57, 58, 60	20
Progress of the schools:	
(a) Achievement of pupils: 34	1
(b) Number of visits of supervision: 8, 10	2
(c) Enrollment and attendance: 2, 3, 4, 6, 8, 10, 13, 21, 29, 32, 33, 36, 37, 59, 61	15
Matters pertaining to capital outlays, buildings, sites, improvements: 1, 21, 61	3
Selection of text-books or course of study: 2, 3, 19, 21, 31, 34, 36, 45, 46, 54, 59	11
Matters pertaining to maintenance expenditures: 1, 3, 16, 23, 30, 31, 33, 41, 44, 45, 53, 54	12
Appointment of teachers: 2, 3, 6, 20, 23, 27, 32, 34, 35, 38, 41, 45, 51, 53, 56, 58, 60	17
Assignment, transfer, resignation, leave of absence, or promotion of teachers: 2, 3, 4, 5, 10, 20, 29, 31, 33, 34, 35, 53, 56, 58, 60	15
Questions of salaries or pensions: 2, 3, 20, 41, 45, 53, 58, 61	8
Permits granted for use of building: 3, 57, 59	3
Appointments of board of examiners: 48	1
Appointments of administrative employees: 3, 61	2
Educational meetings attended: 9	1
Communications or complaints received: 1, 8, 34, 35, 53	5
Changes in rules and regulations: 4, 34	2
Length of school session, vacation dates: 10, 40	2
Suspension of pupil: 29	1
Granting diplomas: 33	1
Receipts from school entertainments: 19	1
Superintendent of Buildings or Superintendent of Supplies:—	
Progress of construction and amounts due on contracts: 2, 3, 14, 20, 21	5
Matters of maintenance expenditure or equipment: 2, 3, 14, 33, 34, 57, 59	7
Inspection of buildings, or materials, and amounts on hand: 2, 3, 57.	3
Appointments and suspensions: 3, 56	2
Permits granted or recommended: 2, 3, 56	3
Recommending investigation of building department: 3	1
Secretary, Business Manager[9] :—	
Business transacted or pending: 2, 3, 6, 13, 17, 21, 34, 58, 61	9

[8] Numbers refer to cities of Table II.

[9] Exclusive of receipts, expenditures, conditions of funds, or bills to be paid.

Officers in charge of special departments:—
Medical inspection: 6, 11, 12, 19, 21, 30, 33, 59..... 8
Attendance: 4, 5, 6, 9, 10, 11, 13, 21, 33, 56, 59..... 11
Attorney:—legal opinions, matters pending or adjusted: 3, 15, 57.... 3
President's annual report: 8..... 1

II

Appointments, consider: (a) Teachers: 9, 10,[10] 25, 29, 30, 34, 54..... 7
(b) Nurse: 32..... 1
(c) Janitors: 14, 17, 27, 37, 43..... 5
(d) Business employees: 12, 28, 38..... 3
Adopt text-books or courses of study: 5, 12, 20, 45, 50..... 5
Approve or reject expenditures: 1, 2, 3, 7, 9, 12, 14, 16, 18, 20, 22, 23, 24, 25, 27, 28, 29, 30, 31, 33, 36, 37, 39, 40, 41, 43, 44, 46, 49, 51, 54, 59. 32
Expenditures, authorize: 10, 12, 13, 14, 15, 16, 18, 20, 21, 22, 29, 30, 33, 36, 41, 42, 45, 46, 47, 49, 54, 58..... 22
Grant leaves of absence to teachers or others: 22, 24, 31, 32, 34, 39, 43, 45..... 8
Grant use of buildings or grounds: 12, 14, 16, 25, 26, 27, 30, 32, 48, 56..... 10
Building insurance: 29, 30, 43, 46..... 4
School calendar: 9, 10, 18, 24, 35, 36, 39, 40, 44, 46, 47, 49, 56, 57, 58, 59..... 16
Resignations of teachers accepted: 18, 37, 47..... 3
Authorize teachers, superintendent or board members to attend educational gatherings: 29, 37, 44, 48..... 4
Non-resident tuition: 12, 29, 30, 34, 36, 43..... 6
Question of bids, supplies or equipment: 1, 2, 7, 12, 14, 15, 17, 20, 21, 25, 28, 29, 31, 33, 34, 35, 37, 41, 54, 55, 57, 58..... 22
Questions pertaining to legal matters:
Official bonds: 10, 13, 17, 46, 51..... 5
Legal proceedings to quiet title: 47..... 1
Heard report of receipts, expenditures and condition of funds: 2, 3, 4, 6, 8, 9, 10, 11, 12, 13, 14, 15, 16, 18, 20, 21, 29, 31, 33, 34, 36, 42, 51, 57, 58, 59, 61..... 27
Consider questions of capital outlays and means of financing:
Bonds: 2, 13, 27, 36, 50, 51, 55, 58..... 8
Sites and buildings: 10, 36, 43, 47, 48, 49, 60..... 7
Consider matters of salary: 34, 42, 43, 48, 55..... 5
Communications and complaints, written or oral: 1, 2, 3, 5, 6, 8, 14, 15, 17, 19, 20, 21 25, 26, 29, 31-7, 39-41, 43-5, 48, 51, 53-7, 59-61..... 38

[10] Voted on all applicants.

Plans and specifications: 2, 6, 32, 33, 54, 55, 60..... 7
Consider questions of budget, including sources of revenue: 1, 2, 12, 17-8, 20-1, 24-5, 27, 35, 37, 43, 46-7, 49, 51, 57..... 18
Questions of representing needs before city authorities or the legislature: 7, 9, 34, 53, 57, 59, 60..... 7
Select (a) Chief executive: 38, 56..... 2
(b) Other executive officers: 10-12, 15, 32, 36..... 6

same time a measure of the facts as to whether or not a board is holding its chief executive responsible for results and whether or not it is demanding that the chief executive, through such instruments as the budget, shall initiate new policies. A board which votes a lump sum of $100,000 for teachers' salaries without knowing how many teachers at each grade and type of service and without knowing wherein and why there are differences from previous years, or which appropriates a lump sum of $10,000 for fuel and supplies without knowing whether this money is being spent where most needed, can scarcely be said to be properly serving its community. We may select two topics for measuring practice of boards in this respect, the budget and the reports of its officers. The importance of adopting the annual budget as recommended by the chief executive and that of requiring and considering reports may be judged from the tentative scale of board duties.

(a) The Form of Budget Adopted. It is not our purpose to enter into an exhaustive study of budget making. We may, however, examine the data of boards for certain matters of information which contribute most effectively to a board's ability to pass upon school policies. In any scientifically constructed budget data are necessary which will show whether school funds are being expended for those things which mean most for the education of the children, whether they are sufficient to purchase a high quality of instruction, and whether they represent a fair proportion of the community's ability to support good schools. The science of educational administration has established norms [11] for the guidance of boards which make it unnecessary to guess in matters involving annually, as in some cities, millions of dollars.

[11] For data on this point see the studies of Strayer, Updegraff, and Elliott.

Note was made wherever the budget had been considered in the meetings for which minutes were received. In addition information was secured in a number of cities visited. As a result data were secured from seventeen cities, though not complete in every case. Annual reports of these cities, where published, were also examined for whatever data essential in budget making were included. The cities thus selected are:

Albany	Lincoln	Pierce, Nebr.
Bridgeport	Milwaukee	Pittsburg
Fremont, Nebr.	Newark	Richmond, Va.
Grand Rapids	Norwalk, Conn.	Schenectady
Jersey City	Omaha	West Point, Nebr.
Kansas City, Mo.	Owatonna, Minn.	

We cannot in every instance state positively that the board did or did not possess certain types of information which would enable it to act intelligently upon matters of financial policy. However, the rare instances in which any evidence is found either in the proceedings or reports seems significant. In only one instance, Schenectady,[12] is the board known to possess data showing the per cent of expenditures devoted to each major item of expense. Two others, Norwalk[13] and Pittsburg,[14] have such data for some of the items.

In Schenectady the board, when considering its budget, had before it, through the initiative of its chief executive, data showing the percentage distribution of each major item, administration, teaching, supervision, text-books, supplies, etc., for the present and preceding year together with that proposed for the coming year. It had data showing similar facts for thirty-three other cities of its class, from which could be determined the median, maximum, or minimum devoted to each item by these cities and by which the board could be guided in passing upon its own budget. In at least six other cities, each of which was visited by the writer, the board does not have information showing percentage distributions.

With reference to per pupil costs for these major items of expenditure there is evidence that the board is informed in

[12] Meeting attended by the writer, January 11, 1916.
[13] Report, 1915, p. 28.
[14] Report, 1914, pp. 247 and 265.

Newark, Pittsburg, Schenectady, and Grand Rapids. It has information on some of these items in Norwalk and Lincoln. We have no evidence that this is true of the remaining eleven cities. We are certain that three of the small cities do not, Pierce, West Point, and Fremont, Nebr. Some of the cities do not even have the bare per pupil total for maintenance costs.

Only three, Bridgeport, Norwalk, and Richmond, give evidence of possessing a knowledge of what per cent of the city's funds are devoted to schools and how this compares with other cities of the same class. When we examine the budgets of these cities we find few that have subdivided items sufficiently to show unit cost estimates of any sort. Yet such unit terms are necessary if the board is to know whether increased cost is to mean greater quantity, better quality or higher price of materials or service. With unit price specifications of supplies of all kinds, allowing somewhat for market fluctuations, and data showing quantities of each kind required, by buildings, it would be possible to obviate the necessity of passing upon requisitions for supplies meeting after meeting as many boards do. If these are allowed in the budget with the maximum prices which the board will consent to pay fixed, it becomes unnecessary to repeatedly pass upon requisitions for supplies, authorize bids, and consider such bids in board meeting. Executive officers can be entrusted with performing such service if the board fixes its maxima, permits executive officers to secure the best prices possible on given specifications and then requires them to report on what has been done. There is no evident reason why this cannot be done in the field of education as it is in the field of business. Purchases would then be controlled through the budget and the board would be freed from petty administrative details to devote its time to large matters of policy.

When we examine the budget or the annual report, we find no distribution table of salaries in such cities as Pittsburg, Milwaukee, Grand Rapids, Jersey City, Newark, or Omaha, as we do in the case of Albany.[15] The budget for Albany specifies the number of teachers at each given salary. With such data before him, a board member may know whether he is voting for a few high salaried teachers and a large number of low ones or for a large

[15] Proceedings, November 1, 1915.

number which group closely around the central tendency and only a few at either extreme.

Varying conceptions of budget making are found. In some cities the dignified term of "budget" is inappropriate. A half dozen gross items or less of expenditure and no greater number of revenue items are considered sufficient to complete the "budget." This occurs, if the recorded minutes are accurate, in Pittsburg,[16] Bridgeport, Conn.,[17] Fremont,[18] Pierce,[19] and West Point, Nebr.[20] Many of the so-called "budgets," as superintendents in cities visited admit, are mere accumulations. Previous years' expenditures with whatever additions seem necessary constitute the essentials of a new "budget." There is little, if any, attempt to devise the budget along the line of such administrative principles as have been indicated. The maintenance budget of Newark[21] contains twelve lump items of expenditure exclusive of the salary item which is subdivided into ten types. Jersey City [22] classifies the expenditures of its maintenance budget under seventeen headings, but subdivides "salaries" into seven parts and vocational schools into four. There is no specification of the precise way in which expenditures shall be made in such budgets. The building budget of Newark [23] is distinctly different in form from this. Each parcel of land with its size and the proposed price is specified. A definite statement is made of the number of rooms to be provided in each building addition with the cost of each. The budget for Albany [24] covers thirteen printed pages. While not a model in all respects it makes the explanation of increases or decreases a distinctive feature. This is in marked contrast to what is found in connection with the budget of many of the cities.

What is the nature of the questions upon which precise data of the kind indicated above enable a board member to pass judgment? At Schenectady data on per cubic foot costs for heating showed that of two buildings of the same size, age and type of construction, one was costing twice that of the other for fuel. Obviously the problem was either one of repairs or im-

[16] Minutes, Dec. 9, 1913.
[17] Minutes, Dec. 9, 1915.
[18] Minutes, July 7, 1915.
[19] Personal observation.
[20] Minutes, June 7, 1915.
[21] Minutes, May 4, 1915.
[22] Minutes, June 2, 1915.
[23] Minutes, June 18, 1915.
[24] Proceedings, Nov. 1, 1915.

provement in janitor service and not of fuel. While this is but a single instance of a lone building it indicates the possibility of losses where accurate and detailed data are not compiled on items which affect the budget. In the same city, the members of the board were enabled to see that an increased cost of $7.50 per pupil within the past three years was due to an increase in the amount expended for janitor service. At Lincoln per pupil cost figures for the work of each special department gave the board data with which it could weigh costs with probable achievements and decide whether or not it should encourage either of these departments with more liberal appropriations. In Norwalk [25] the data accompanying the budget showed that 36.3 per cent of the increased expenditures for teachers' salaries was due to additions to the teaching force, that the average per pupil cost was the lowest of five cities of its own state, and that it was more than eight dollars less than that of a neighboring state. The data showed further that the per cent of city revenue spent for schools was lower than that of other cities with which it may be compared, and that it was spending 11 per cent less than the average of all cities of its class. Such data should indicate to a board that its problem is very probably that of convincing the board of estimate or other controlling body of the need of more liberal appropriations for schools.

(b) The Reports of the Chief Executive. To determine if possible the kind of reports required or received by boards of education from their chief executive, minutes of proceedings and annual reports from selected cities were analyzed. A first group of ten cities was selected at random from those cities of Table II whose published proceedings were received. To secure a random selection cities were selected in order from the proceedings, as found on the library shelves of Teachers College at the time, until a sufficient number meeting the required conditions were secured. Only those were chosen for which the proceedings covered at least an entire month and which included the report of the superintendent in one or more meetings. Those which merely indicated that the superintendent had made a report were excluded. In the matter of annual reports it was soon discovered that some of these cities publish none. These may be

[25] See Annual Report, 1915.

TABLE IV

City [26]—A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V	W	X	Y
Attendance and Enrollment—																								
Proportion of census children in school..			X	X	X			X			X			X	X		X				X			X
Enrollment compared with previous years	X				X	X	X	X		X		X		X	X			X		X			X	X
Per cent of enrollment in average attendance compared with previous years	X	X [27]	X	X		X				X	X	X					X	X			X			X
Distribution of attendance by groups of days				X		X [28]											X	X						X
Classification and Progress of Pupils—																								
Age grade table			X	X			X	X				X			X [29]		X			X	X			X
Promotion Rates—																								
By grades	X			X				X				X								X	X		X	
By grades and schools	X			X				X [30]			X [30]													
Compared with previous years	X		X								X												X	
Failures by subjects			X [27]				X													X			X	
Per cent of children in each grade								X																
Compared with previous years	X		X				X																	
Per cent of enrollment in or								X										X			X			
Graduated from H. S.	X						X			X											X		X	
Distribution of classes by size						X																		
Distribution of time by grades and subjects				X														X [21]		X [21]				
Achievements of pupils in standard tests—								X			X	X						X						
Costs and Finance—																								
Per cent of city revenue spent on schools								X															X	
Per cent of school maintenance expenditures for each of 8-12 major items															X			X			X			
Per pupil cost per maintenance—																								
Compared with previous years			X	X				X							X			X			X			X
By each major item of expense	X		X	X	X					X	X [22]	X			X		X	X			X			X
By buildings	X			X		X	X				X			X	X [24]			X			X			
By types of schools	X		X	X	X	X					X				X			X						X
Compared with previous years	X		X	X			X								X			X			X			
By subjects of instruction							X								X					X [25]				

[26] Key to cities filed with Department of Educational Administration, Teachers College. [27] High school. [28] Evening school. [29] Of those eliminated for work. [30] Schools only. [21] Music only. [22] Vacation schools. [22] Two items only. [24] Supplies, text and janitors' supplies. [25] Special subjects.

noted from the blank columns of Table IV. As a measure of the superintendent's report, selected objective items were chosen and their presence or absence noted. The particular items were chosen with reference to their serviceability as indices of desirable policies. Some items may duplicate others somewhat. This is due to a desire to give due credit where statistics are presented in somewhat less desirable form but nevertheless valuable in indicating desirable policies. The items are mainly of a per cent or per unit nature. Many formal tables were found of which no account is taken for the reason that such tables require skill and no small amount of time for effective interpretation. They may possess a mine of information, but it is often undiscovered.

Table IV gives in columns A to J inclusive the results from the published annual reports of the first group of ten cities. City I, it may be noted, is the only one which gives the per cent of city revenue spent on schools. In the report of this city comparisons with six other cities of its class are made by departments and in per capita terms. This city is the only one of the first group which considers in its report the amount of money raised by taxation, in relation to the taxable wealth, and the relation which this amount raised bears to the tax rate and taxable property of other cities of its class. If the annual reports of a city's school system do not contain such comparative and analytical data on the financial ability of the city to support good schools, how does the public know definitely whether the city is making the best effort it can for the education of its children? The public may possibly receive information on this point from other sources, but that is trusting to chance what is an evident duty of the board of education.

The examination of the minutes of a total of thirty-six regular and special meetings of boards in these ten cities revealed the following items that were comparable to those of the table:

Enrollment compared with previous years.....Cities A, B, C, D, G, I
Per cent of enrollment in average attendance.....A, B, G
Distribution of classes by size.....D
Amount of retardation.....F

It may be maintained with some fairness that oral reports are not recorded. Observation of boards in session, however, does

not warrant any great stress on this point. At best an oral report gives neither the board nor the chief executive a record of the fact that adequate data have been required on the one hand or presented on the other. It may or may not satisfy the public that the board is legislating or that its executives are proposing legislation based upon the most urgent needs of the children.

A further objection may be raised that cities do not report the same phases of activity each year. As far as this group of cities represents the tendency in reporting the objection is not valid. To verify this a total of twenty-five additional reports from preceding years were examined, as follows: Cities A, D, F, I, three each; B, E, G, four each; H, one. None were available for C and J. City I again alone presents the per cent of city revenue spent for schools and in each case compares its own efforts with that of other cities of its class. Cities A, F, G, and H give nothing to indicate the financial ability of the city to support schools. City D gives the value of the taxable property and the tax rate for schools in two different years. City E gives similar data and in addition gives the per cent that the school tax rate is of the total city tax rate. This occurs in three of the four reports. Nothing more is to be found in any of these reports that would indicate the ability of these cities to support their schools. Nor do we find data for any of the cities of this group differing materially from that indicated in the table for each city. In other words, these cities tend to publish data on the same items each year.

The following graphic charts were found in the first reports examined for each of these cities: cities A and D, two each on medical inspection showing prevalence of physical defects or diseases; E, one on census and enrollment showing growth by years; I, two on achievement of pupils; B, F, G, H, none; C and K reports not published.

A second group of fifteen cities was selected. These cities were chosen by selecting in order from the cities of Table II, omitting those already included in the first group of ten, until the required number were secured. The results found in the reports of these cities on items of the table are given in columns K to Y. Graphic charts were found in these cities as follows:

city L, six on achievement of pupils in standard tests; M, one on progress of pupils by grades; P, two for the repair department, one showing how "every dollar was spent" and the other the relative cost of each trade divided into labor and materials; S, eight, one each on (1) achievement of pupils, (2) persistence of attendance by grades, (3) growth of average number of days attendance, (4) comparison of expenditures by years for each major item in per cent, (5) per cent of receipts from each source, (6) per cent of expenditures for each of three groups of items, (7) growth of receipts from each source, (8) growth in expenditures for each of three groups of items; X, thirteen, (1) growth of city's tax budget, (2) growth of school tax appropriation, (3) growth in per cent of the budget devoted to educational administration and instruction, (4) progress by grades, (5) normal over and under age by grades, (6) over age by grades and years, (7) normal age by grades and years, (8) under age by grades and years, (9) and (10) proportion of pupils promoted, (11) comparative enrollment, (12) growth of enrollment, (13) per cent of failures by causes; cities K, O, R, U, V, Y, none; cities N, Q, T, W, no published reports.

From the data presented with respect to the budget and the reports of the superintendent as found in the annual reports and in the minutes, it is evident that many boards are not requiring the accurate, detailed statistical data necessary to pass intelligently upon school policies. Neither are they requiring the form of data necessary to know whether or not the chief executive and his assistants are securing the desired results. From such data as we have found, it is clear that not many boards are holding executive officers responsible for results. They have yet to learn that a board can secure results by (1) delegating professional and administrative functions to the chief executive, (2) requiring that he take the initiative in such matters as the budget and present to it such data that the board may know the kind of results he proposes to secure and has secured in the past, and (3) reserving for itself the legislative functions to be exercised on the basis of adequate objective data.

(3) *The Board's Regard for Economy of Its Own Time.* We may measure the efficiency of the practices of a board of education to some extent by the distribution made of the time at its

disposal. Even though a board is accustomed to passing hurriedly over routine matters as happens in New York City, the care and consideration which matters receive will vary, roughly speaking, inversely with the quantity of matters which the board attempts to consider. One problem of a board of education, which is evident from conditions found in board meetings, is to properly economize its own time so that important measures of policy may receive adequate consideration without unnecessary sacrifice of private business on the part of members.

(a) Waste of Time upon Unimportant Matters. By far the most time-consuming element found in meetings is that of giving ear to complaints and communications. Boards were found giving attention to persons ranging from those who had purely private interests to those who took issue with the board's policy in such matters as its building program. As a result of squandering time upon trivial matters or upon matters that ought to be disposed of through other channels, important business must be passed over hurriedly. The reports of executive officers are frequently given all too little attention. Committee reports are accepted and their recommendations adopted without adequate consideration by the board itself. In nine of the fifteen cities visited, the board gave audience to individuals, groups, or representatives of organizations. None of these nine are cities having less than 25,000 population.

We may illustrate the type of matters considered from the first of these nine cases. In this city the board spent practically the entire open session from 8 to 9:45 P.M. hearing complaints brought before it without previous consideration by executive officers. The real work of this board is performed in executive session between 6:30 and 8 P.M. Approximately thirty persons appeared with interests to defend. One parent desired his child to be transferred. A guardian appeared with a nonresident high school pupil for whom she sought free tuition. A small group desired a new school site. Another small group wanted a smoke and blasting nuisance in the vicinity of a school abated. A principal appeared before the board with a request for supplies and equipment. A motion picture representative asked the privilege of photographing some school children. An-

other group desired the consolidation of an outlying district and the vacation of the present building.

In the second of these nine cities, approximately one hour of a session lasting less than two hours was given over to discussion of the request of representatives of an organization who appeared asking permission to take a religious census of the school children. At the close of the hour it was discovered that the organization had no definite plan of procedure. The board failed to make final disposition of the matter, voting to file the communication for further consideration.

In the third city, one-half hour of the open session of approximately two and a half hours was devoted to a discussion of the request of representatives of a religious organization that dancing be prohibited in the new high school building.

In the fourth, committee meetings were in session until 9:10 P.M. The next twenty minutes were devoted to roll call, communications, and the reading of brief formal reports of the supervisor of buildings and the attendance officer. At 10 P.M. the board had finished its labors of the open session, having heard and accepted the reports of four committees.

In the fifth the board met at 8:10 P.M. At the end of twenty minutes the minutes had been read and approved and the board had heard a representative of a special type of heating fixtures. An additional hour and fifteen minutes was spent in discussing whether the board or the city council had the power to fill a vacancy on the board of education. The question was unusual, it may be true, but the board adjourned at 11:35 P.M., having found it necessary to postpone any discussion of what was perhaps the most complete and illuminating of any superintendent's report heard in all the cities visited.

In the sixth, after listening for one hour and thirty minutes to a debate between two groups of citizens on a purely professional matter—a new method of school room organization and teaching—proposed by one of these groups, it was discovered that its advocates, who pretended to represent a certain parent-teacher organization, represented but a small minority of the organization. The matter was tabled. At 10:10 P.M. the board went to work at the real business before it, disposing of it in less than

one hour. A matter involving ten thousand dollars was passed upon with only momentary consideration.

In the seventh, the board spent one hour in executive session with the announced intention of considering bids on fuel. Forty minutes more were devoted to hearing members of a delegation urging that the board adopt a more far-sighted plan in the purchase of sites and the erection of buildings. These men were urging a matter important for the board to consider, but nevertheless a matter that could have been introduced through the channel of the board's executive officers. As it was, the board listened to speakers who had private interests in the way of possible increased property values as well as to those who urged the needs of the children or civic pride. The superintendent's report was deferred because of the late hour.

In the eighth, the same city in which the superintendent made the statement, referred to elsewhere, that "there is absolutely too much business to be done without committee action," the board spent one-half hour out of three hours of an evening session discussing building needs with a delegation desiring a new building. The chairman of the committee on buildings reviewed the board's building program, showing that the board had adopted an extensive program in which the delegation acquiesced when the real needs and plans were learned. The difficulty was that the board had not taken the public into its confidence to represent to it school building needs. Through an adequate system of reporting the questions asked by these citizens might have been answered with less effort. The new policy proposed by the superintendent in his report at this meeting, advocating the employment of sufficient nurses to inaugurate a "follow-up" policy of medical inspection, was referred to a committee without discussion. However, the board devoted ten minutes to the question of whether it should permit the sale of "peanuts, candies and tickets."

In the ninth, a city which looks to its executive officers to carry on the actual work of administration, and which has since voted to abolish all committees, routine matters were disposed of with dispatch to make way for the main item on the calendar, the consideration of its building program, to which thirty-five minutes were devoted. It did not, however, escape giving twelve

minutes to satisfying a misinformed delegation of citizens that the building needs of their particular locality were already receiving due consideration.

Such distribution of the board's time as was made in eight of these nine cities, or as was found in New York, a tenth, calls for improvement. In New York the board spent slightly more than two hours of its session discussing the advisability of asking the board of estimate for additional funds. This was an important matter involving some millions of dollars. Discussion by members, however, revealed the fact that the board was considering a question on which it lacked accurate data as to the amount required. One member asked to be enlightened as to how the price proposed to be paid for a certain site, included in the appropriation asked for, had been determined. The information was not forthcoming. Another member sought to discover the total of the proposed expenditures. Some little time was consumed before it could be answered. Others favored blanket requests for money without specification as to its use. It was evident that this large body was spending its time seeking information from sources where it was not to be had, with the result that it had but scant time to devote to other matters.

The devotion of the board's time to matters of importance, which occurred in Jersey City and Schenectady and in the ninth of the cities referred to above, was a decided improvement over that in the first eight and in New York. In Jersey City the matter receiving the larger portion of the board's attention was a discussion of the building program. No verbal complaints or communications were heard. At Schenectady there were no communications or complaints seeking the attention of the board. This board has nominal committees, but no committee action was recorded in the proceedings for six months previous and no matters were referred to committees for consideration at this meeting. A single topic, the budget, prepared by the chief executive, occupied approximately three-quarters of the meeting. The members of the board had before them the data referred to elsewhere in this chapter. The president of the board, when asked to account for such conditions, explained that it was the policy of the board to leave administrative details, communications or complaints to the superintendent.

Of the twelve cities thus far considered, all having a population of 25,000 or more, nine may be said to have been spending from one-half to more than two hours of time in board meeting either on trivial matters or on matters on which the board did not have the necessary information to pass intelligently. Of the three remaining cities visited, one has a population of 9000 and the other two less than 3000. A waste of time in such small cities with little business to transact, if it did occur, would be of less consequence. While in some cities apologies were made on the ground that it was unusual to devote so much time to complaints, the fact that it occurred in three-quarters of the cities of 25,000 or more population seems to be evidence that no small number of boards do spend a part of their time in such fashion.

(b) Volume of Business Passed Upon in Meetings. The amount of business which some boards attempt to pass upon may be judged from the minutes of Los Angeles. The board at its meeting of January 24, 1916, professed to have passed upon the following:

Reports of Purchasing Committee	20	items
Law and Rules	13	
Teachers and Schools	29	
Finance	15	
Building	62	
Communications	4	
Total	143	

In addition the board passed upon reports from four executive officers, superintendent, supervisor of buildings, supervisor of supplies, and secretary.

Committee items are by no means always simple items. Five items in the report of the teachers and schools committee, dealing with elementary schools, involve passing upon resignations, leaves of absence, appointments, assignments and transfers of thirty-two teachers. Item 24 of the building committee report for elementary schools includes a delay for committee investigation on a matter of moving "bungalows" from three sites to twelve other sites. The board in this city meets in regular session five times each month. It meets at 1 P.M. on the first and third Thursdays and at 7:30 P.M. on the second, third, and fourth

Tuesdays as an elementary school board. Under the California law it meets separately as a high school board. These meetings are held immediately following. Committees meet immediately following the regular board meetings.[86] But this is not all of the time members of this board attempt to contribute to the welfare of the schools even though it be a heavy tax upon their own private business. Committees have taken some time to pass judgment on matters they present. Some committees expect to spend more time still by making personal investigations in the field. The building committee recommends:

"that action by this committee on the following recommendations of the Superintendent be deferred until the Teachers and Schools Committee investigates same and makes recommendation:—

(a) That the basement of the San Pedro Street School be equipped for sloyd and the sloyd room in that school be equipped for cooking.

(b) That the following released bungalows be moved to the school sites as indicated below:

From Ann Street School site:—
1 to Palo Verde School site.
3 to Bridge Street School site.
2 to 62nd Avenue School site.
1 to 21st Avenue School site.
1 to Breed Avenue School site.
1 to Utah Street School site.
1 to Malabar Street School site.

From Seventh Avenue School site:—
1 to 17th Street School site.
1 to Magnolia Avenue School site.

From Virgil Avenue School site:—
3 to Logan Street School site.
2 to Echo Park Avenue School site.
1 to Cambria Street School site."

"We recommend that action on the following matters be deferred one week to enable the Committee to *personally investigate* same:

(a) Recommendation of the Superintendent relative to additional school facilities at Torrance.

(b) Repairing of the cottage on the Staunton Avenue School site at an approximate cost of $217.50.

(c) Request from . . . Ass't. Superintendent of Schools that additional land be purchased for use of the Trinity Street School."[87]

[86] Report, 1914.
[87] Italics used here and elsewhere in the study are the author's.

Los Angeles is by no means the only city in which board members spend considerable time in the field supervising administrative matters. This is true especially for members of the building committee in a number of the cities visited. Some board members were observed to be doing so at no small sacrifice on their part. Their public spirit and interest in seeing that buildings are well built is to be commended, but it would probably be wise economy in many instances to engage experts of known ability in whom the board can place confidence that buildings will be constructed in accord with the plans and specifications. With the time spent in examining buildings, added to that devoted to meetings, it is certain that some boards give liberally of their time to school affairs. With a large amount of business to be transacted and with field work in addition it is not surprising that some boards resolve themselves into a number of separate boards in the form of committees.

We may have presented an extreme case in Los Angeles. One needs but to examine the minutes or calendars of such cities as Chicago, New York, Milwaukee, or Kansas City to see the mass of material that the board in these cities attempts to cover. Is it surprising that pleas are made for committees on the ground that the board itself cannot attend to all of the business coming before it? Such a plea, however, is an admission that the board itself does not expect to pass intelligently on many matters. When we add to the facts (1) that boards attempt to pass upon too much business to give important matters thorough consideration, and (2) that they accept committee judgments for their own; the further facts, (3) that they fail in many instances to require adequate data, and (4) that they fail to make an economical distribution of the time at their disposal, the need of reform in board practices is indicated.

Our constructive suggestion toward the solution of the difficulties confronting lay boards of education is that they adopt a businesslike policy toward city school administration. This suggestion is based upon administrative principles employed in the field of business. It finds a further basis in the judgments of several hundred competent judges as to what are the proper duties of a board of education. It is quite probable that that board will first reach a solution of these difficulties which (1)

recognizes that educational leadership is a professional undertaking; (2) chooses capable leaders; (3) places upon them the responsibility for administrative success and requires them to dispose of all save matters of vital importance; (4) reserves its own time to a consideration of matters of policy as presented in the reports and recommendations of its chief executive and his assistants, and (5) acts only on the basis of adequate statistical data presented by its executives showing the achievements of the past and those proposed for the future.

b. The Duties a Lay Board of Education Should Perform

(1) *A List of Board Duties.* The writer, with the assistance of several hundred others, has endeavored to bring together in constructive form the duties which most of all should command the attention of a board of education. The list of duties on the page following is the result of a process of selection. Each member of a class of eighty graduate students in educational administration was asked to list the three duties of a board of education which he or she considered most important. From the returns received, and from the recommendations of various school surveys, which possibly represent the best single judgments, a preliminary list was prepared. After discussion of this list by students of educational administration had brought out its weaknesses as well as its strong points, members of the seminar in educational administration at Teachers College were each asked to list the ten most important duties of a board of education. From the lists submitted by these individuals and the preliminary list, a second list was prepared. Along with the duties considered important were placed a few which were considered of minor importance or which the board possibly should not perform. These unimportant duties were added in order to facilitate a final approximation to a scale at one extreme of which should be placed those duties considered by several hundred competent judges as of first importance and at the other end those considered least worthy of a board's attention. After some additional criticisms of the wording of the several duties, the list was prepared with the accompanying directions. The list was submitted to 531 judges. The judges, while made up mostly of students of educational administration, superintendents, and prin-

cipals, included school board members and experienced business men. The judges were instructed to rank the duties in what each considered the order of importance. Realizing the impossibility of drawing sharp distinctions between all of the nineteen duties, the suggestion was given that duties near either extreme be ranked first. Instructions were also given to mark with an X those which boards should not perform.

Rank the following duties performed by city boards of education in order of their importance.

NOTE: Read the entire list before you begin. Give rank No. 1 to the one you consider most important and No. 19 to the least important. You may find it easier to rank those that fall near the upper or lower end before attempting to locate those that will fall near the middle. *Mark* also with an X *those* you think *Boards should not perform,* e.g., X-19.

Rank

A. Act as a court of final appeal for teachers, supervisors and patrons in cases which the superintendent has not been able to dispose of, or which may be appealed from his decision.

B. Adopt, upon consultation with the chief executive, a set of by-laws or rules for the government of the school system, i.e., designate authority of executive and administrative officers, and duties to be performed by the board or its committees.

C. Advise with the chief executive, affording a group judgment, on his recommendations for extensions or readjustments of the scope of educational activities.

D. Appoint—upon nomination and recommendation of the chief executive—teachers, principals, and supervisors.

E. Approve text-books selected by the chief executive and approve courses of study recommended by him.

F. Approve the list of bills for expenditure previously authorized and approved by executive officers.

G. Consider recommendations of executive officers on legal matters, decide steps to be taken, e.g., suits to quiet title, condemnation.

H. Require and consider report of the business transacted or pending and of the financial status of the system.

I. Debate and pass upon recommendations of chief executive for additional capital outlays—buildings, sites, improvements, and determine the means of financing such outlays, e.g., bonds, loans.

J. Determine, after consultation and discussion with the chief executive, the schedule of salaries.

K. Require and discuss report of the chief executive concerning

progress of the schools—in terms of achievements of pupils, teachers, supervisors.

L. Hear communications, written or oral, from citizens or organizations on matters of administration or policy.

M. Pass upon architect's plans, approved by the chief executive and his assistants, for buildings that have been authorized.

N. Pass upon the annual budget for maintenance prepared by the chief executive and his assistants ("budget" including sources and amount of revenue available as well as expenditures).

O. Represent needs of the schools before city authorities or the legislature.

P. Represent needs of the schools before the public, e.g., press, platform.

Q. Select the chief executive officer and support him in the discharge of his duties.

R. Serve as laymen ready (even after retiring from the board) to champion school needs and to further public support of the schools, e.g., as others champion good streets, parks.

S. Visit the schools, observe or investigate the efficiency of instruction.

Indicate any important duties that you think have been omitted from the list .....

.....

(2) *The Result of a Series of Judgments.* Table V gives the distribution of ranks assigned to each of the nineteen duties by the 531 judges[88] from whom complete rankings were received. The most striking feature of the table is, that to select the chief executive and support him in the discharge of his duties is unquestionably regarded by these judges as the most important single duty which a board of education has to perform. Approximately 70 per cent of all the judges rank it number one. The duties which are placed next in importance are those which have to do with passing upon the annual budget, the recommendations of the chief executive for additional capital outlays, advising

[88] The difference in the totals for each of the nineteen ranks is due to the fact that some of the judges regarded certain of the duties as of equal importance. Half ranks resulting from such failure to distribute have been included with the next higher rank. A more accurate method would have been to distribute these half ranks equally among the next higher and next lower ranks. However, when this was done it was found that in no case was the relative position of the any of the nineteen duties changed, nor was the change in any case as much as .05 from the value given in Table VI.

with him on questions of extending or readjusting the scope of educational activities, and appointing teachers, principals and supervisors when nominated by the chief executive. The duties which are regarded as least worthy of a board's attention are, in order, those which involve visiting the schools and attempting to pass upon the quality of instruction, hearing communications, and acting as a court of appeal on complaints from teachers, supervisors and patrons. These same three are most frequently regarded as duties which a board of education should not perform. The relative importance of each duty as determined by the 75 percentile method [89] is shown in Table VI. The same facts are represented graphically upon a linear scale in Fig. I, which may be regarded as representing a tentative scale of the nineteen duties.

TABLE V

DISTRIBUTION OF RANKS ASSIGNED EACH DUTY

Duty	Rank 1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	Total
A	3	13	12	9	13	13	21	20	27	23	29	34	31	23	43	45	64	66	42	531
B	28	73	38	35	25	27	22	27	19	26	23	28	23	23	24	30	16	34	10	531
C	28	63	80	53	54	32	42	29	34	16	22	20	16	12	8	10	4	4	4	531
D	14	97	77	64	42	32	21	25	15	24	26	19	14	17	15	13	4	8	4	531
E	1	5	25	28	28	31	20	29	35	29	31	23	36	31	40	33	42	40	24	531
F	0	5	15	16	31	20	34	23	44	50	35	33	45	40	26	44	39	26	5	531
G	0	1	3	10	17	19	16	30	30	34	47	50	56	58	49	38	36	28	9	531
H	7	11	22	26	31	36	31	45	39	41	47	50	34	34	29	19	17	12	0	531
I	21	38	63	55	70	50	46	45	37	22	19	19	15	14	7	4	2	3	1	531
J	2	9	25	41	31	57	49	41	61	40	42	34	34	17	12	12	13	5	6	531
K	8	21	29	45	47	38	40	32	25	34	36	22	29	25	29	24	24	19	4	531
L	0	2	5	4	6	10	13	8	14	17	18	34	38	39	56	56	72	91	48	531
M	2	5	11	25	13	26	25	37	46	40	36	44	49	43	37	28	23	29	12	531
N	20	90	51	56	65	39	37	32	34	22	14	19	22	9	5	6	5	3	2	531
O	7	24	25	23	21	29	23	36	35	27	34	31	37	41	49	41	29	14	5	531
P	7	10	19	19	19	29	37	23	25	35	31	28	24	40	39	49	46	35	16	531
Q	376	39	29	17	14	7	11	9	4	3	1	4	2	3	6	3	2	0	1	531
R	6	22	13	11	18	16	25	26	18	24	22	33	22	38	42	43	61	58	33	531
S	1	4	5	7	7	4	6	11	7	10	11	5	16	8	15	30	48	85	251	531
	531	532	547	544	552	515	519	528	549	517	524	530	543	515	531	528	547	560	477	10089

[89] The 75 percentile is that point above which 75 per cent of the judges would place a given duty and below which the remaining 25 per cent would place the same duty, e.g., 75 per cent of the judges would place duty Q at 2.57 or higher and 25 per cent would assign it a lower rank.

TABLE VI

RELATIVE IMPORTANCE OF EACH DUTY AS DETERMINED BY 75 PER CENT OF THE JUDGES

75 PERCENTILE

A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S
17.62	14.19	9.51	10.47	16.19	15.28	15.56	13.37	9.28	12.01	13.73	18.07	14.92	9.25	15.11	16.27	2.57	17.32	19.48

FIG. 1

THE RELATIVE IMPORTANCE OF EACH DUTY

The different duties will be seen to fall within more or less distinct groups. Duties N, I, C, D, and J form a group which are next in importance to the selection of the chief executive. A middle group includes H, K, B, M, O, F, G, E, and P, while the duties which stand out as being of least importance are R, A, L, and S. Nine are regarded as of more importance than M and nine as of less importance. We may, then, as a result of the 531 judgments, rearrange the list of duties performed by a board of education in the order of importance as follows:

1. Select the chief executive officer and support him in the discharge of his duties.
2. Pass upon the annual budget for maintenance prepared by the chief executive and his assistants ("budget including sources and amount of revenue available as well as expenditures").
3. Debate and pass upon recommendations of chief executive for additional capital outlays—buildings, sites, improvements, and determine the means of financing such outlays, e.g., bonds, loans.
4. Advise with the chief executive, affording a group judgment, on his recommendations for extensions or readjustments of the scope of educational activities.
5. Appoint—upon nomination and recommendation of the chief executive—teachers, principals, and supervisors.
6. Determine, after consultation and discussion with the chief executive, the schedule of salaries.
7. Require and consider report of the business transacted or pending and of the financial status of the system.
8. Require and discuss report of the chief executive concerning progress of the schools—in terms of achievements of pupils, teachers, supervisors.
9. Adopt, upon consultation with the chief executive, a set of by-laws or rules for the government of the school system, i.e., designate authority of executive and administrative officers, and duties to be performed by the board or its committees.
10. Pass upon architect's plans, approved by the chief executive and his assistants, for buildings that have been authorized.
11. Represent needs of the schools before city authorities or the legislature.
12. Approve the list of bills for expenditure previously authorized and approved by executive officers.
13. Consider recommendations of executive officers on legal matters, decide steps to be taken, e.g., suits to quiet title, condemnation.

14. Approve text-books selected by the chief executive and approve courses of study recommended by him.
15. Represent needs of the schools before the public, e.g., press, platform.
16. Serve as laymen, ready (even after retiring from the board) to champion school needs and to further public support of the schools, e.g., as others champion good streets, parks.
17. Act as a court of final appeal for teachers, supervisors and patrons in cases which the superintendent has not been able to dispose of, or which may be appealed from his decision.
18. Hear communications, written or oral, from citizens or organizations on matters of administration or policy.
19. Visit the schools, observe or investigate the efficiency of instruction.

When the judgments of business men and board members are considered separately, though insufficient in number to warrant positive conclusions, we find little change from the order above in the relative rank of the different duties. The selection of the superintendent is placed first. Advising with the chief executive on his recommendations for extension of educational activities is placed second, passing upon recommendations for capital outlays third, and passing upon the budget fourth. Adopting a set of by-laws to designate the authority of executive officers is raised to fifth rank. The duties regarded as least worthy of a board's attention are: to serve as laymen ready to further public support of the schools; to visit the schools and investigate the efficiency of instruction; and to hear communications.

The suggestions received as to important duties which may have been omitted from the list were not sufficiently agreed, to in any material way affect the results. The one which was perhaps most emphatically maintained is that of representing the needs of the community. This duty is one which the careful observer will see has been analyzed into several specific duties in our list. The one most frequently suggested was that of becoming familiar with school development elsewhere.

4. The Work of Board Committees

a. Previous Studies

As a preliminary to presenting the facts found with reference to committees of the board we may survey briefly the results found and the conclusions reached by other investigators in this field.

Bard [40] found 996 committees in 112 city school districts, an average of nearly nine to each district. The committee occurring most frequently was that of finance with 73 while 25 others provided a committee whose duties had to do with finance. The next committee in order of frequency was that of supplies with 33. Of the committees found, 255 appeared only once each and 54 twice.

"With only a few exceptions, boards of education provide in their by-laws for a number of standing committees, to which are intrusted practically all the more important duties imposed upon such bodies by law. . . . They constitute a convenient means by which the board of education may discharge the functions which it is required by law to discharge." He concludes that: "This practice, if employed with judgment and discretion has much merit, particularly in the case of large boards with executive functions to perform."

Dr. Bard, however, does not submit any evidence tending to prove the merit which he claims for committee action. Whether or not committees should be allowed to perform executive functions is open to serious question. His statement that "a study of these committees, however, may show either a great lack of agreement in boards' conceptions of what really are the things of most vital importance in their educational systems or a great diversity of interests varying in importance with the different districts," here couched in terms of a possibility, will be seen from the evidence found in this study to be borne out by the facts.

Professor Moore in his report on the New York City Board and its committees [41] has this to say with reference to the committee system in one city having a large board of education:

[40] The City School District, pp. 63-4.
[41] How New York Administers its Schools, 1913, p. 54f.

"So efficient are these small, compact groups when they meet to dispose of the business which is brought to them that I am confident any one of its major committees would make a more effective board of education than the board itself. The internal weakness of the present system is that the committees do the work and that there is nothing of real moment left for the board to do, but to meet and formally ratify what the committees have done. . . . " "The committee system of the board leads to a confusion of authority and action in determining policies and action for the control of the schools. The committees do not form an interlocking system, but a series of more or less independent sovereignties; each has a business of its own, and is naturally exceedingly jealous of its own prerogatives. They communicate with each other diplomatically, like pride protecting, independent states. Each committee conducts the work of its own executive bureau to which it functions as a board of directors, and whose business must wait upon the meeting of the committee for its disposal. . . . Much delay in conducting the business of the board is caused by this retention of executive duties by the board members and the calendars of the committees are crowded with a mass of routine details which do not in their nature call for board action for their disposal. A resident director or general manager . . . could take care of much of this detail, and his presence would make greatly for the strengthening and unifying of the work of the different bureaus, and for the direct and speedy transaction of business of the school department. . . . In order that the board may function as a whole, the number of such committees must be as few as possible and their authority must be limited to the initiation of action by means of recommendations and suggestions and not be allowed to extend to the final disposal of business, except where specific matters are, from time to time, referred to them for decision by the board as a whole. . . . The great number of such committees at present is due, not to the inherent necessities of the work but to the great number of board members for whom committee appointment must be found. . . . When they are once created work must be found for the committees, and functions which should be intrusted to an executive staff are retained by board members. . . . The most serious fault of the committee system is that it prevents the board from transacting its business as a board, upon consideration of it by the whole board; that it substitutes for the initiative of all the members the initiative of a part of them and trusts to a minority of the body the first hand determination of its policies and decisions. . . . "

Deffenbaugh, in his investigation[42] of approximately 1300 cities, of from 2500 to 30,000 population, made six years later than Bard's, found a much smaller range of interests demanding the attention of a standing committee. He lists in all forty-eight

[42] School Administration in the Smaller Cities, pp. 20-22.

kinds of committees. His statements of the findings and his conclusions are as follows:

"Though school boards in most of the smaller cities have been reduced in size to 5, 6, or 7 members, some of them still cling to the custom of having many standing committees. Sometimes there are as many committees as there are board members, each member holding a chairmanship. What these committees find to do is a question difficult to answer, either there is nothing for some of them to do or they take upon themselves duties that do not belong to them but to paid experts. . . . Clearly the functions of many of these committees, such as those on promotion, examinations, penmanship, course of study and truancy, must duplicate the functions of expert employees of the school board. . . . How many and what committees a board should have may depend to a certain extent upon local conditions and upon the size of the board, but in general a board composed of 7 or fewer members needs no standing committees. If the superintendent is given the power due in preparation of the school budget, in the selection of teachers, and in the general professional and business administration of the schools, he seldom needs the assistance of a committee. A board of 5, 6, or 7 members can discuss and pass upon the recommendations of the superintendent as well as a committee of three. When the work is done by committees, there is usually but little discussion by the entire board; one part of the board may be almost entirely ignorant of what another part is doing. . . . If there are any committees, their attention should be directed chiefly to the business affairs of the board. In a board of from five to nine members two committees could easily look after the business of the board—a committee on finance and accounts and one on buildings and grounds. . . . "

Professor Cubberley, after participating in the surveys of Portland, Butte, Salt Lake, and Oakland, has this to say of committees: [43]

"The most common means by which mismanagement and interference with technical and professional functions of the experts of the school department comes is through the attempt of such boards to manage the schools by means of a large number of standing committees. Committees commonly exist, such as those on courses of study, text-books, instruction, and promotion and grading, which simply cannot exercise intelligently any of the functions usually assigned to such bodies. The work attempted by such committees involves a professional knowledge and judgment which no city board of education, either as a body or through a committee, ought ever try to assume."

[43] Public School Administration, p. 112f.

Professor Cubberley cites ten cases to illustrate what he styles "the over-activity of committees."

"All of these cases of over-activity on the part of board members and board committees arise from a confusion as to what the members were elected to do. In the exercise of its legislative functions the board will need few, if any, standing committees. If the board is small, say five or seven, action can be taken better as a whole, all committees being purely temporary. In any case, three committees will be sufficient for even a large board, namely a committee on educational affairs, a committee on business affairs, and a committee on buildings and finance."

Ballou, following an investigation in seventy-two cities, concludes as follows:[44]

"The few members of a standing committee play altogether too large a part in the decisions of the board, as shown by the fact that (1) more than eighty per cent of the committees are minority committees, and (2) the reports of committees whether large or small, through necessity, are seldom discussed by the whole board. The committee organization permits the exercise of pernicious influences, because (1) of the prevailing method of appointment of members by the president of the board, because (2) of its closed meetings, and because (3) it is easier to deal unscrupulously with a small committee than it is with a whole board.

The committee system violates four principles of effective administration, as follows: (1) The duties of each committee cannot be clearly defined, because the functions of committees overlap, due to the fact that committees are usually organized according to no known principle of organization. (2) This makes it impossible to fix the responsibility of each committee, because no one knows just what its duties are. (3) The absence of any well-defined responsibilities makes it impossible to hold the committee responsible for its acts. (4) The committee system tends to confuse lay control with professional and executive management, because the prevailing practice is to refer the discharge of executive functions to committees of the board rather than to the board's professional executives. For these reasons the practice of boards of education of organizing into standing committees for the transaction of their business must be condemned."

The conclusions of these investigators may be summarized somewhat as follows:

1. There is no agreement among boards as to the number or the kind of committees.—Bard, Deffenbaugh.
2. A large number of committees is to be attributed rather to

[44] The Appointment of Teachers in Cities, pp. 121-122.

the size of the board than the amount of work to be done, merely as a way out of a dilemma.—Ballou, Bard, Deffenbaugh, Moore—or to provide members with chairmanships. —Deffenbaugh.

3. Committees tend to perform executive functions.—Ballou, Bard, Cubberley, Deffenbaugh, Moore.
4. The committee system fosters a divided rather than a centralized or coördinated form of organization.—Moore.
5. Committee policy tends to become board policy, the board as a whole being ignorant of the real work of each committee.—Ballou, Moore, Deffenbaugh.
6. The functions of committees overlap.—Ballou, Moore.
7. Committees form a means of unnecessary delay and postponement of action.—Cubberley, Deffenbaugh.
8. Committees permit of pernicious influence.—Ballou.
9. A board of proper size needs only a few if any standing committees.—Cubberley, Deffenbaugh.

The limited amount of time available for this study made it inadvisable to duplicate the efforts of these investigators on certain phases of committee action. For such matters as the size and kind of committees the reader is referred to the studies of Ballou, Bard, and Deffenbaugh. With reference to the conclusions reached by these investigators such evidence as we have found in support or contradiction will be presented. The first of these is supported by the evidence found in the present study. The nearest approach we have to agreement on the number of committees is that 53 per cent of our boards agree that there should be from 4 to 6 committees. The number occurring most frequently is 5, which occurs in twenty cases.

b. The Relation of Committees to the Size of the Board

The repeated reference by other investigators to the relation of the size of boards of education to the number of committees they provide, independent of any statistical analysis of the actual situation seemed to call for further investigation. Accordingly one of the first steps with reference to the committee problem was to find what relation exists between size of board and frequency of committees. From Table I we find that the number of committees for the one hundred cities ranges from none at all in ten

cities to nineteen in Providence. The median number is six and the average is six. To find what relation exists between the size of boards and the number of committees, a correlation by the Spearman method of ranking was made between these two factors. To discover whether or not the number of committees is due as much to the size of city represented as to the size of the board, it was necessary to correlate also size of city and number of standing committees. Correlating size of board and number of committees gives a positive relationship of $\rho = +.56$. The result when correlating size of city and number of committees gives $\rho = +.15$. Thus it is evident that there is a significant positive correlation between the size of the board and the number of committees for these one hundred cities. This then bears out the contention of those who hold that large boards tend to have many committees, and is directly opposed to the statement made by Ballou [45] that there is no correlation between the two. Since the result of our second correlation is small the results of the two correlations may be taken as an argument in favor of small boards for the administration of our city school systems.

If it were the quantity of work to be attended that is causing boards to split up into committees we should expect to find a high correlation between the size of the city and the number of committees. It may be argued by some that size of city does not indicate the quantity of work to be done, yet a comparison of the minutes of large and small cities indicates a larger amount of work usually covered in the course of a regular meeting in the larger cities. Compare for example the minutes for any period of several months of such cities as the nine of over 300,000 population in Table II with those of such cities as Reading, Worcester, Albany, Somerville, Lancaster, Grand Rapids, Kalamazoo, Elizabeth, cities ranging in population from 150,000 to 39,000. If the minutes of the latter group are compared with those of cities with a population from 5,000 to 25,000 the difference in the amount of business transacted will be further apparent. Large cities employ and promote more teachers, they purchase more sites and erect more buildings whose plans must be passed upon, and for which means of financing must be adopted. With more actual business to be transacted in large cities we might expect many committees

[45] *Ibid.*, p. 114.

and large cities to be found together. Such is however not the case as our correlations show. One reason why small cities are almost as apt to have as many committees as large cities is probably due to the fact that in large cities additional executive officers perform duties commonly assigned to committees in smaller cities. The fact that cities are frequently found having many committees is then to be attributed to the large board rather than to the actual demands of the situation.

In view of the fact that size of board appeared to be the largest single factor in determining whether or not a board shall have committees, information was sought in cities visited as to the purpose of committees. The reason commonly given by superintendents, when asked why the board of education in that particular city found it necessary to have committees, was that there is too much work to be covered for all members to attend to all matters needing attention. As one superintendent [46] expressed it, "There is absolutely too much business to be done without committee action." That city has a board of nine members and thirteen committees, but a population of less than 75,000. Another city visited, where the board finds too much to do as a board, has a board of twelve. In a third city of less than 40,000 population and a board of nine, in which the writer attended a board meeting, practically all of the board's business is done through committees and the real work of the committees apparently occurs behind closed doors. The formal board meeting in that city as in some others visited is little less than an attempt to deceive the public. Committee reports, and resolutions were read so fast that the writer had difficulty in following them and as fast as they were read they were approved. Of the fifteen cities visited, seven have boards of either five or six members. Six out of the seven have committees, but committee action in four appears to be largely perfunctory. Of the remaining eight, all having boards of nine or more, committee action appears to play an important part in the deliberations of at least six. While the number of cases here is too few to furnish conclusive evidence, there is strong indication that size of board is the determining factor.

[46] For reasons of courtesy cities visited will rarely be mentioned in name. The names of the cities to which specific references allude are filed with the Department of Educational Administration, Teachers College.

c. The Work of Three Committees Occurring most Frequently

To find out what duties committees perform and if possible to shed further light on the committee problem the duties of three committees were studied in some detail. The three committees occurring most frequently, namely, buildings, finance, and teachers,[47] were selected. A tabulation was made of the duties assigned by boards having either of these committees. For boards whose minutes were read a tabulation was also made of the matters treated in reports of the committees or referred to them for consideration. For purposes of treatment it has been necessary to group duties closely related, the different duties prescribed and performed running into hundreds when tabulated as originally worded. By so doing it is possible for errors to be made, but it is not probable that this has in any material way affected the results, since no great stress is here attached to frequency, particularly in the minutes.

In presenting the data collected on the three committees an attempt will be made to point out the capacities in which committees may be of real and valued service as opposed to those in which their presence becomes a detriment to the proper administration of the school system. We shall attempt further to select from a constructive point of view some of the particular duties which committees may well exercise. Contrariwise, we shall attempt to point out duties assigned to committees which cannot well be justified under the category of proper matters for the attention of a committee. From lack of sufficient data there will possibly remain in case of each committee some duties concerning which no sharp conclusions seem warranted. The criteria used in judging as to the proper functions of a committee are those employed throughout the study, the application of a particular criterion depending upon its adaptability. The relative importance of duties assigned to committees may be approximated by reference to the tentative scale of board duties. Were sufficient time available to secure a consensus of judgments on the duties of the different committees as in the case of the duties of the board, it would aid materially in evaluating committee practices. Data on the duties of the three committees were secured in sixty-four, seventy, and

[47] The precise title of these committees is not always that given here.

seventy-two cases respectively for the committees on teachers, buildings and finance. Seventy-six cities having committees are, however, represented owing to the fact that nine of these cities have no committee on teachers, two none on buildings and two none on finance. In the remaining instances either data were insufficient or the rules were stated only in general terms.

(1) *The Committee on Buildings.* Table VII gives the duties as summarized for the building committee. The first line of figures under each duty given represents key numbers to cities of Table I and the second gives the same facts for cities of Table II. The first point which may be made with reference to committee action as found in connection with the building committee is that boards as a whole fail to prescribe specifically the limits of committee action. It is difficult to determine the exact extent to which committees participate in the duties assigned to them or how far the rule expects them to go. From the rules of most boards it is impossible to determine whether "repairs" are intended to mean only very minor repairs or whether they extend as far as remodelling a building. One cannot tell whether "supervision of buildings" means only a very general supervision or a minute supervision. In some cases it appears to be only general and in others minute. Due in part, at least, to such laxity the duties assigned to the building committee are such that the committee may act largely in an executive capacity, independent of the board's salaried executive officers. It is not required to assume a position which is more in accord with principles of good management and which permits of the professional skill of the chief executive and his assistants being used, i.e., a position advisory to and in support of the chief executive.

The one important duty of Table VII which appears least subject to two possible lines of action is that of examining the report or recommendations of executive officers of the building department. It occurs, however, in the rules of but three cities, St. Louis, Louisville, and Covington. St. Louis is an exception to common practice in that it does specify what the nature of the committee activities shall be:

"The duties of standing committees shall be supervisory and not executive. Each committee shall have the power to investigate the affairs of the department under its supervision, and to call for information from the

TABLE VII[48]

Building Committee

	Rules	Min.
Inspect or supervise buildings: 1, 2, 4, 7, 8, 12-3, 19, 20, 31-3, 35-9, 42, 45, 49, 50, 56-9, 67-70, 74-6, 78, 81, 83-4, 87-9, 90-1, 93, 99	43	
15, 39, 47, 56		4
Have charge, control, determine or supervise repairs and improvements: 2, 5, 7, 8, 10, 20-1, 25, 28, 33-7, 41, 44-5, 53, 58, 62, 66, 70-1, 82-3, 85-9, 93-4, 99	33	
5, 8, 11, 12, 15, 17, 22, 29-31, 33-4, 40, 42, 51, 53, 55, 59, 60		19
Have charge, control, oversight or supervision of construction or record acceptance of work: 5, 7, 12-3, 19, 28, 34, 36-7, 39, 41, 44, 47-8, 51, 54-5, 57-9, 66-7, 70, 83-6, 89	28	
3, 6, 15, 22, 35, 56-7, 60		8
Recommend repairs or improvements or estimate cost: 1, 5, 8, 10, 19-21, 28, 31-2, 36-9, 44-5, 55, 60, 71, 73, 75, 78, 81-3, 87, 90, 93, 99	29	
3, 4, 14-5, 17, 29, 34, 44, 55-6, 59, 60		12
Recommend janitors or their salaries; control, direct, supervise or investigate charges vs. them or other building employees: 2, 5, 7, 12, 20-1, 32-4, 36, 38-9, 41-2, 44, 48-9, 53, 55-7, 59, 74, 76, 83-4, 87, 89, 91	29	
3, 6, 11, 15, 17, 28, 35, 50, 54-6, 59, 60		13
Recommend purchase or selection of sites or erection of buildings: 4, 10, 12-3, 38-9, 41, 44-5, 53, 55, 57-8, 60, 67, 69, 75, 78, 83-4	20	
6, 8, 15, 22, 35, 43, 51, 55-6, 58		10
Secure bids, recommend or award contracts, or see that they are carried out: 5, 10, 12, 25-6, 34, 36, 38, 50-1, 60, 70, 73-4, 85, 88	16	
3, 4, 6, 8, 11-3, 15, 17, 20, 33, 35-6, 38, 40, 42, 44, 50, 52-60		27
Examine, submit, or supervise plans: 1, 5, 12-3, 17, 37, 39, 51, 53, 70, 83, 85, 88	13	
8, 17, 22, 33, 35, 39, 53, 55-6, 59, 60		11
Purchase or make recommendations on the purchase of supplies or equipment: 2, 5, 28, 31, 34, 36, 38, 50, 53-4	10	
3, 8, 13, 15, 17, 20, 35, 45, 50, 53, 55-7, 60		14
Attend to or recommend purchase, sale or renting of property: 4, 5, 8, 36, 39, 41, 51, 57, 59	9	
2, 6, 11, 13, 15, 22, 40, 43, 50, 52, 55, 59		12

[48] Upper rows of numbers refer to cities of Table I, lower to Table II.

Have charge of or make recommendations on insurance: 12-3, 32, 35, 39, 53, 69, 75	8	
35, 41, 45-6		4
Direct or supervise executive officers of building department: 12, 29, 32, 44	4	
Approve bills or recommend payment on contracts: 20, 35, 47, 54-5	5	
3, 8, 10, 33-5, 52-3, 55, 59, 60		11
Pass on request for use of building or recommend conditions for use: 7, 20, 91	3	
6, 30, 35, 51-2, 55, 60		7
Recommend superintendent of buildings, architect or engineer, or their salaries—employ draughtsman, inspectors; supervise or control them: 4, 5, 12, 51, 89	5	
6, 8, 15, 22		4
Examine report or recommendations of executive officers of the department and make recommendations thereon: 11, 25-6	3	
13, 52		2
Recommend budget for building department, methods of raising funds, apportionment or transfer: 48, 93	2	
6, 8, 56-7		4
Supervise boundaries: 5, 38	2	
3, 15, 33		3

administrative officer of the department, and any assistant, subordinate or employee thereof . . . No standing committee shall have any power to direct the action of the administrative officer or of any assistant, subordinate or employee of the department under its charge . . ." [49]

The need of committee participation in the supervision of building construction would seem to depend upon the presence or absence of an executive officer competent to undertake such work. In cities having no superintendent of buildings this duty is quite likely to be administrative in character. Only nineteen of the cities of Table I represented among the first three duties of Table VII, have a superintendent of buildings. From this it would seem that as far as the supervision of construction is concerned the committee often performs executive functions and does not limit itself to an advisory capacity. It may be that in some cities members of the board have had valuable experience in supervising the erection of buildings. But why not attempt to secure the highest

[49] Rules of the Board of Education, 1914, Rule 13, Sec. VI.

type of executive service the board can afford? If the cities represented in the first three duties given are distributed according to size it will be seen that forty-four of the sixty-four have a population of more than 25,000. These forty-four at least might be expected to provide a trained assistant to the superintendent to take charge of buildings rather than to trust to the uncertain lay expertness of a committee. It may be, however, that executive officers desire the committee to share in assuming the responsibility for the approval of the construction work of new buildings. This occurs in some cities. Such service by board members, however, represents lay executive action.

Members of the committee may render what is possibly the most expert service in the purchase of sites. Business men of ability may be more familiar with real estate prices and values and may be able to drive a sharper bargain than an executive officer. This is particularly true in smaller cities where the chief executive has had only a limited amount of experience. If they have had considerable experience in the real estate field as happens to be the case in a number of cities covered by the study, they may render the community a valuable service. This will be true if their expert knowledge is placed at the disposal of the chief executive and if they recommend purchases only after he has assured them that the site is adapted to the educational requirements. Unless their services are rendered in this manner we may have valuable experience and training on the part of the members of the committee on the one hand and the chief executive and his assistants on the other working at cross purposes rather than coördinating at a maximum efficiency. An illustration of how this service may be rendered is given by Fremont, Nebr. After the board and the superintendent had decided upon the desirability of a certain site for its new high school building a member of the board engaged in the real estate business was able, ostensibly for private purposes, to secure options on a major portion of the block and thus prevent an inflated appraisal value on the balance before owners were aware of his real motive. This is a type of lay administrative service that cannot be overlooked.

The second and more striking thing perhaps to be noted is the lack of agreement even between boards which decide that their organization demands a building committee. This may be seen

from the total column of frequencies for each provision as found in the rules. Only the first occurs in more than one-half of the seventy-three cases. It is only if we grant, as some may contend we should, that the first three duties given refer to the same function in practice, that we have anything like agreement as to what should be some of the duties of a building committee. In that case we would have sixty-four cities [50] (omitting duplications) out of seventy-three. Only six of the duties prescribed occur with a frequency of twenty or more.

A third point to be noted is the evident difference in relative importance of the duties assigned this committee. While we cannot assume to measure accurately the relative importance of any of them, we may reach an approximation by referring to the tentative scale of board duties for comparison. The assignments of the building committee will be seen to vary all the way from such relatively important matters as examining the report of executive officers of the department and examining building plans or supervising construction to such minor matters as approving bills or supervising boundaries. In so far as such duties as supervising construction, examining building plans, making recommendations on the selection of sites and the erection of buildings, examining the report of executive officers of the building department and recommending the budget for buildings, represent a careful study and weighing of the superintendent's proposed policies in order to help him to shape his own judgment and to support him in his proposals before the board, they appear to be the duties most worthy of committee attention.

For the purpose of having a group of men who have already given careful attention to the plans of a building as recommended by the executive officers and who stand ready to defend the action recommended when the board meets for discussion of the plans the building committee may furnish needed support. The same would be true with reference to the question as to whether or not a new building is needed and as to the location to be chosen, the report of executive officers on the progress of work on buildings, and the budget for buildings. These are important matters in which executives may desire the benefit of discussion to assist them in shaping the policies to be recommended to the board and

[50] Table VII.

in discussing the proposed policies before the board. The danger is that the committee instead of supporting executive officers may attempt to submit alternative policies not approved by the executive officers. In such event the board is required to choose between its professional, paid advisors and its lay advisors.

In the event that committee action takes the direction indicated above it is not a case of interference with the professional ability of the chief executive and his assistants but an attempt to bring to his assistance and place at his disposal whatever of lay expertness members of the committee may have acquired through long experience. The duties of a committee are important for it to perform in so far as such action becomes an aid and not a hindrance in the way of permitting full use of the skill represented in the executive officers of the system, i. e., the superintendent and his assistants. They are important also so far as the board is placed in a position to know more fully the probable results of one action or another toward proposed policies. Finally they are important in so far as the principles of good business administration indicated in the chapter following are observed.

Such being the case the danger of permitting a committee to exercise such a function as recommending an architect or an engineer or a superintendent of buildings should be apparent. This duty is assigned the building committee in Akron, Ohio, New York City, Yonkers, Portland, Ore., and Worcester, all cities steeped in committee activity, none having less than eight committees and three having boards of fifteen or more. The selection of such officers is a matter in which the two possible lines of committee action need to be carefully distinguished. Since the board expects the superintendent to be its professional leader he must have assistants capable of rendering the quality of service he requires. The committee cannot have a standard different from that of the superintendent if he and not the committee is to be the head of the school system. For a committee to choose subordinate executive officers is contrary to accepted principles of business administration. It represents a practice as absurd as to expect that the road committee rather than the general manager of the Pennsylvania Railroad Company should nominate the superintendent of transportation. If the committee serves only to assist the superintendent in arriving at a decision as to the man most

competent to fill the position, it may render him valued support. Then its service is advisory rather than executive. Unless the rules specify carefully and unless the superintendent is careful to see that this duty of the committee is carefully prescribed as a part of his own contract with the board there is little assurance that the committee will not work at cross purposes with the superintendent.

In such matters as recommending janitors, securing bids, purchasing or recommending the purchase of equipment, directing the executive officers of the building department and passing upon requests for the use of buildings, the building committee seems to be outside of the field of its legitimate endeavor. Each of these are matters requiring professional knowledge and judgment, They are executive and belong properly to the superintendent and his assistants. Janitors must meet the requirements that the superintendent of buildings regards as necessary in his department. They must also be of such character and training as to fit in well with the educational scheme of the superintendent. They must be subject to the control and direction of both of these officers if the janitorial service is to reach the stage of efficiency to which the executive officers of the system are capable of leading it.

Recommendations on the purchase of equipment may assume two aspects, the one advisory, approving the superintendent's request that the board purchase equipment, and the other executive, having to do with the actual selection. The latter represents an interference in a professional matter. The rules seldom distinguish between the two. The folly of assigning such duties to a committee was illustrated recently by the building committee in Chicago which decided "on the toss of a coin" [51] to accept an offer for the sale of an automatic screw machine of $925. The principal had recommended its sale and the supervisor of technical work and the superintendent had given their approval.

The attempt to direct officers of the building department, which occurs in Yonkers, St. Joseph, Moline, and Sioux City, and did until recently in Denver, represents direct interference with the duty of the chief executive. Considering requests for the use of buildings represents a waste of time that must be withdrawn from

[51] Minutes of the Board of Education, Dec. 22, 1915, p. 138.

more important matters. In a meeting attended of one board which has a committee on buildings, approximately one-half of the time was consumed in considering requests for the use of the high school building.

A further aspect of the committee question is revealed by the duties assigned the building committee. If we take the cities represented among those whose boards prescribe that the building committee shall examine building plans, we find that of the thirteen, seven have boards of twelve or more members and two more have boards of nine members. Of the seven with boards of twelve or more, one has sixteen committees, two have fifteen, one eleven, one eight, one seven, and one six. This suggests that on such important matters as the consideration of construction plans large boards may tend to permit or even expect the committee to do the board's own thinking. Committee policy may tend to take the place of board policy.

(2) *The Committee on Teachers.* Table VIII gives similar facts for the committee on teachers. That a fewer number of boards provide a committee on teachers may be evidence that the professional nature of many of the duties commonly assigned this committee is recognized at least by some boards.

As in case of the building committee it is difficult to determine the extent to which committee participation is intended. Rules not infrequently omit to state whether the committee may make alternative recommendations to the board in such professional matters as the appointment of teachers or the selection of textbooks and course of study, or whether their function is to weigh recommendations of the superintendent. Not infrequently the duties assigned this committee are so worded that if the committee desired to exercise its prerogatives it could become a serious factor in the actual administration of the educational department.

The provision for committee participation in the appointment of teachers is most common, occurring fifty-two times in a possible sixty-five. Aside from this single exception there is however, as in case of the building committee, little agreement as to the duties that should be assigned this committee. Only three provisions occur with a frequency of twenty or more. Some boards assign certain duties to this committee which we found were assigned by others to the committee on buildings.

TABLE VIII [52]

TEACHERS COMMITTEE

	Rules	Min.
Make recommendations for the appointment of teachers: 1, 2, 4, 7, 8, 10, 12-3, 15, 17, 21, 26, 28-9, 31-9, 42, 44-5, 48-50, 53-6, 58-9, 66, 71, 74-5, 78, 81-5, 87-89, 94, 96-7, 99.....	52	
2-6, 9-11, 13, 15, 20, 22, 29-31, 33, 35, 39, 43, 47, 50-2, 54-6, 58-9, 60.....		29
Make recommendations on salary or appropriations for: 1, 2, 4, 7, 10, 12-3, 17, 20-1, 32, 34, 36, 38-9, 42, 45, 50, 53-4, 58, 69, 81-3, 88, 89.....	27	
3, 5, 6, 9, 10, 13, 15-6, 20, 30-1, 35, 39, 47, 49, 52, 54-5, 57-60.....		22
Consider changes in text-books or courses of study: 7, 8, 10, 12, 20-1, 29, 35, 38, 40, 47, 49, 51, 54, 62, 69, 75, 78, 81, 96.....	20	
2, 4, 8, 11, 13, 15, 34, 47, 49, 52, 55, 57, 59, 60.....		14
Ascertain qualifications of teachers, or have charge of examinations, or recommend members of board of examiners: 4, 8, 10, 13, 15, 17, 34, 36, 40, 42, 47, 49, 51, 53, 57-8, 87, 89.	18	
4, 6, 15, 55, 59, 60.....		6
Investigate charges against teachers, suspend or recommend dismissal: 2, 4, 8, 10, 13, 28, 33, 35, 38, 44, 49, 50, 53-4, 67, 70.....	16	
6, 59.....		2
Make recommendations on assignment, transfer, promotion, leaves of absence, or resignations of teachers: 2, 4, 8, 13, 28, 32, 49, 50, 53, 66, 71, 78, 83, 89, 96.....	15	
2-4, 6, 9-11, 13, 15, 29, 30, 47, 51-2, 54-6, 58-60.....		20
Consider superintendent's report or recommendations for extensions or readjustments: 4, 8, 10-1, 20, 25-6, 28, 36, 45, 49, 56, 66, 70.....	14	
2-4, 6, 8, 13, 15, 35, 49, 52, 55-7, 59, 60.....		15
Visit schools, study the work of teachers, supervise their work, or report defects in instruction or management; call teachers' meetings: 4, 8, 10, 31, 35-40, 70, 84.....	12	
Prepare rules for the government of schools; make recommendations on or have charge of matters of discipline and management: 4, 7, 10, 12, 29, 33, 44, 53-4, 69.....	10	
8, 47.....		2
Consider matters of changing boundaries: 2, 10, 13, 67, 68..	5	
6, 13, 57.....		3

[52] Upper rows of numbers refer to cities in Table I, lower to Table II.

Determine classification of schools, direct manner of conducting pupils' examinations, pass on qualifications of pupils for promotion, recommend changes in marking system or recommend methods of promotion: 2, 8, 40, 49, 68, 78..	6	
5, 52, 60.....		3
Recommend appointment of the superintendent: 45, 56.....	2	
39		1
Recommend janitors or supervise them: 1, 82, 84.....	3	
Approve expenditures for supplies, pay roll; authorize emergency expenditures or consider matters of tuition: 10, 12, 20, 51, 54.....	5	
12-3, 35, 49, 51, 55, 57, 58.....		8
Have charge of or recommend measures of enforcing compulsory attendance: 53, 67.....	2	
52		1
Recommend authorizing purchase of supplies or equipment: 12, 20, 54, 59, 62.....	5	
6, 15, 35, 60.....		4

As to the relative importance of the duties given to the committee on teachers we find a wide range. Considering the superintendent's report, appointing teachers and fixing their salaries upon the recommendation of the superintendent are important functions for the board itself to perform. It is to be questioned whether the board in the discharge of its own most important duty, the selection of the superintendent, should expect to be guided by the recommendations of a committee. Yet two boards ask the committee on teachers to make recommendations in this matter. In so far as the committee's choice tends to be substituted for board choice it is bad policy. Recommendations of those who know most about the ability of men available for the position of chief executive can be reduced to writing to which all may have access and which all may ponder over and discuss. The most economical use of a board's time in the case of this duty may be the use of a large amount of it. The appointment of teachers is sometimes with and sometimes without the approval of the superintendent. When appointments are controlled by either the board or a committee, as happened recently in Burlington, Vermont, or as may occur in Philadelphia, it represents a pure waste of the superintendent's professional skill which the community has a right to expect to be utilized. That such waste of professional skill occurs

at times may be seen from the minutes of Burlington, Vermont.[53] The superintendent nominated a science teacher but the board failed to approve; he made a second nomination and the board again refused to approve. The board then filled the position with a man not recommended by the superintendent. In Philadelphia the committee may nominate irrespective of the superintendent's wishes.[54] These are clear cut cases of interference in a professional matter.

The purely professional matters in which the committee on teachers is asked to take part is indeed surprising. It is asked by some boards to attend to such professional duties as supervising instruction and passing upon the qualifications of pupils for promotion. It is somewhat surprising that Lead, S. D., in 1908 or Topeka in 1914 did not make their committee on teachers, since their services were to be had without charge, head of the educational department in name as well as in power. "The teachers member . . . shall observe the modes of instruction and courses of study, report any defect or abuse and recommend any changes that may seem desirable." [55] "It shall be the duty of this committee" to "examine the schools throughout the city as carefully as practicable, and report to the superintendent any defects in the management or instruction that they may notice." [56]

If committees when assigned such purely professional duties as just noted faithfully perform their duties violations of two of our criteria will be evident. In the first place there will be interference with teachers, principals, supervisors, and superintendents in the rendering of professional services, for which the community is paying. In the second place such action on the part of committees requires an amount of time which none, save possibly men of no business of their own, can well afford to spend and still attend to the matters which are most important for a committee or a board to consider.

The duties which, aside from making recommendations on the appointment of the chief executive, are most worthy of the com-

[53] Burlington, Vt.: Minutes June 17, 26, July 2, 1915.
[54] By-laws, 1914.
[55] Lead, S.D., Rules and Regulations, 1908, sec. 17. The rules of 1908 were received by Bryson Library, Teachers College, as late as 1914 upon request for a copy of the latest rules and regulations.
[56] Topeka: Rules and Regulations, 1914, Sec. 10.

mittee's attention are considering the superintendent's report and recommendations for the extension or readjustment of the scope of educational endeavors, and making recommendations on matters of salary. Approximately one-fourth of the sixty-five cities have seen fit to place the consideration of the superintendent's report among the duties of the committee on teachers.

As evidence of how this provision may operate where a board and its committees have come to accept the business principle that the chief executive is to be looked upon as the educational leader and that suggestions of policy shall come through him, we may cite St. Louis. Here the board recognizes that the position of committees should be one of weighing the superintendent's recommendations, to the end that the community shall be provided with those types of education which it most needs. The board found it necessary because of limited funds to ask the superintendent to suggest readjustments. The committee on instruction reported as follows:

"Your committee found itself, after the greatest and most anxious consideration of the subject, compelled to approve the superintendent's recommendations that the greater part of the summer school work be discontinued" . . . "the income of the board from all sources will not be sufficient to continue in its entirety all the branches which up to now have been maintained by the instruction department. This condition is a consequence, of course, of the board's activities in the admission of the five-year old children to the schools, the greater care of the general health of our young people . . . the natural growth of the school population and the consequent employment of an additional number of teachers and added school accommodations," . . . "we accept the superintendent's recommendation to dispense with what, in his opinion, and in the opinion of the committee, will do the least harm and affect the least number of children . . ." [57]

The president of the board in making a report to the public on this same matter after its consideration by the superintendent and the committees on instruction and finance, stated that:

"the board feels that it should retrench in every way possible in order to increase its school room accommodations, it having 113 portable buildings. . . the superintendent of instruction informed the committee that in his opinion the following expenses might, with least harm, in the order in which they are mentioned, be discontinued:

[57] Minutes, June 8, 1915, p. 1174.

1st. The expense caused by wider use of the school buildings
2nd. Appropriations for school sites
3rd. Expense of optional extra hours in high schools
4th. Excessive expense of Evening High Schools
5th. The following parts of the Summer Term Schools:
   a. High School
   b. Grade schools, with the exception of the fourth quarter of the eighth grade
   c. Grade Manual Schools

"For the present, it was concluded therefore that the greater part of the summer term activities be discontinued.

_____,
President." [68]

Here was an opportunity for the committee to weigh the judgment of their chief executive and to debate that judgment with other members of the board.

The practice of a board which assigns the duty of considering the superintendent's report to a committee must be judged good or bad in so far as it requires its executive to present the evidence for and against his proposals. It is to be judged in so far as it discusses these proposals with him in the light of the evidence and refuses to accept blindly the recommendations of the committee.

Aside from the duties mentioned as worthy of committee attention few remain which do not have professional aspects.

(3) *The Committee on Finance.* In Table IX we have the duties considered by seventy-three boards as of sufficient importance to be assigned by rule to the committee on finance and the same duties as found for cities whose minutes were examined.

There are some duties in whose performance this committee may either assume an administrative character, or take an advisory position, but on the whole the duties prescribed for the finance committee are more explicit than in the case of the two committees previously considered. This may be due to the fact that board members from their own training and experience know more of the possibilities and limitations in the field of finance than in a field like instruction. It was a quite common occurrence to find among the boards visited that some members of the finance committee were men engaged in the banking business.

[68] *Ibid.*, pp. 1194-1199.

TABLE IX [59]

Finance Committee

	Rules	Min.
Estimate the annual budget and consider measures of finance for meeting it: 1, 2, 4, 5, 7, 8, 10-12, 17, 19, 21, 29, 31-2, 34, 36, 38-40, 42, 45, 48-51, 56-9, 62, 67-71, 73, 75-6, 78, 81-2, 85-9, 91, 93, 99	50	
2-4, 6, 8, 13, 15-7, 20, 23, 36-8, 47, 49, 54, 55, 56, 57, 59		21
Examine bills and accounts of expenditures—see that only authorized expenditures are made: 4, 7, 8, 10, 12-3, 15, 17, 19-22, 25-6, 28, 31, 33-4, 36, 38-41, 47-50, 53-5, 57-8, 60, 62, 68-70, 73-5, 80, 84-7, 90-1, 93, 94, 97, 99	51	
2-4, 6, 8, 10-1, 15-7, 20, 23, 26, 30, 34-5, 42, 44, 47-9, 52, 56-8, 60		26
Supervise or have charge of finance—recommend authorizing expenditures within or not provided by budget: 1, 2, 4, 5, 10, 12-3, 17, 20-2, 29, 33-4, 41, 44, 49, 51, 53, 55, 58, 62, 67, 69, 75-6, 81-4, 86, 88, 93, 99	34	
2, 3, 5, 6, 8, 15, 52, 54-5, 57, 59, 60		12
Examine reports of receipts and expenditures, and the condition of funds: 8, 11-3, 17, 19-21, 33-4, 36, 41, 48, 51, 53, 55, 67, 87, 89, 90, 93	21	
3, 4, 6, 10, 15, 34, 39, 52, 55-7		11
Have charge of insurance: 1, 4, 20-1, 28, 47, 49, 76, 83-4, 88, 99	12	
15, 55		2
Supervise the method of accounting: 8, 17, 21, 42, 57, 67, 71	7	
15		1
Consider salary changes: 26, 28, 40, 55, 57	5	
2, 3, 6, 8, 9, 15, 33, 55, 57		9
Consider safeguarding moneys—examining securities, bonds, contracts, depositories: 12-3, 41, 47, 57, 80, 83, 85-6	9	
2, 3, 15, 55		4
Consummate large financial transactions when authorized—negotiate loans, sell bonds, change securities, purchase sites: 57, 67-8	3	
2, 8, 21, 54		4
Represent the Board before the city or the legislature: 1, 5, 53, 82	4	
11, 12, 15, 35-6		5
Estimate the value of board property and invoices thereof: 20, 58	2	
2, 5, 6, 11, 49		5

[59] Upper rows of numbers refer to cities of Table I, lower to Table II.

Employ or control building or office employees and janitors:		
20, 28	2	
60		1
Consider matters pertaining to bids and awarding contracts—		
buildings, equipment, supplies: 26	1	
2, 56		2
Have charge of school census: 21	1	

In two Middle Western cities in particular that were visited, the finance committee of the board of education included in its membership men generally considered among the prominent bankers of that section of the country. Such men are to be thought of as lay experts in large questions of finance such as negotiating loans, buying or selling bonds, considering matters of safeguarding the board's funds. Chief executive officers in these cities frankly acknowledged that these men were more competent to administer large measures of finance than they themselves.

Only the first four of Table IX are assigned by twenty or more of the seventy-three boards. On all other duties they fail to agree in even twenty-five per cent of the cases. It is possible that certain combinations could be made of the duties as listed in Table IX, which would tend to give the appearance at least that there is more nearly substantial agreement as to what certain duties of a finance committee should be. Some may mean examining accounts of expenditures to be the same thing as examining reports of them. However, if we combine the second and fourth of the duties, the total increases only to fifty-five. If we combine the first and third, the total of cities represented in the rules by these two is sixty.

We may note again for the committee on finance the relative importance of the work mapped out for this committee. A purely routine function, examining bills and accounts of expenditures already made, and which is not a matter of very grave importance, occurs as often as such an important duty as that of estimating the annual budget. If all boards had an adequate conception of the requirements of budget making, less time and attention need be devoted to routine details. Through a thoroughgoing consideration of the reports of receipts and expenditures and the condition of its funds, made by executive officers, the members of the finance committee and the board may know the

exact status of the board's financial ability. It is this, after all, which it needs to consider when voting upon new policies. For the committee to consume valuable time each month in scrutinizing bills of expenditures previously authorized and made and which after all mean nothing until summarized in adequate statistical form, is to deprive itself of time to consider adequately financial policies.

The type of service that a committee on finance may give its board was previously indicated in the case of St. Louis. It is illustrated further in a report of the committee on finance in Pittsburg. It reported as follows:

"Your Committee on Finance, after two months of careful consideration of the budget for the fiscal year . . . and after considering in connection therewith the financial policies which, in its opinion, should characterize the administration of school affairs for the coming year, begs to report as follows:

1. No fundamental increase in salaries can be made without an increase in millage.
2. No considerable extension of manual training centers, household economy centers, kindergarten, or of other school activities can be undertaken without an increase in millage.
3. No program for the replacement of old buildings or for substantial additions thereto can be undertaken without a bond issue.
4. Your committee is of the opinion that a just consideration for the taxpayers of the city will preclude any increase in the millage, and that in view of the large building operations under way and in contemplation, no further issue of bonds should be made at this time.

We submit on these various propositions the following for your consideration:

Requests made for schedule increases in teachers' salaries, if all were granted, would increase the tax rate almost one mill . . . A very thorough comparison of our salary schedule with that of other cities shows that Pittsburg ranks well . . . A very great deal of attention has been given to" . . . Manual Training and Domestic Science, . . . "and to the extension of the kindergarten system . . . while it would be desirable to have centers for all these activities in each building, we feel that the policy of the board during the coming year toward these and all other ordinary school activities should be to work toward a maximum of efficiency in the administration of the system we now have established, rather than to make material extensions." . . . "we would not have been content to make this recommendation two years ago, but since that time unsafe and un-

sanitary buildings have been made safe and sanitary; additional teachers have been added to eliminate overcrowding; additional high school accommodations have been provided; ungraded rooms have been opened; principals have been largely relieved of clerical duties; special schools have been established; closer supervision has been attained; school advantages have been largely equalized, equipment has been standardized, and proper provision has been made for sinking funds." [60]

In this report of the Pittsburg finance committee we note that the committee has devoted its time to large questions of financial policy and not to administrative details. Its weakness, however, lies in a possible tendency to propose policies of its own, and which have not been initiated by executive officers.

In Table IX the duties which are most deserving of attention among those found in the rules and regulations are: the annual budget, reports of the condition of the board's funds, questions of salary changes, and matters of representing the board's interests before city or legislative authorities. If the board requires that its chief executive submit an adequate detailed budget, there will be little need of further supervision of finance other than that previously indicated. The board will have determined its financial policies in adopting the budget and since it will know precisely how the district's funds are to be spent, it can leave the actual spending thereof to those whom it employs for that purpose.

d. The Substitution of Committee Policy for Board Policy

To determine accurately to what extent committee policy tends to be substituted for board policy, a fact which such investigators as Moore, Deffenbaugh, and Ballou maintain, would require a much greater amount of field study than has been possible in the present study. However, to determine in some measure the relative importance of the position occupied by committees in determining board policies the printed minutes of three meetings for a number of cities were selected. The cities were chosen at random from those having committees, whose printed proceedings were received. The minutes were selected at intervals of at least one month. The number of pages devoted to committee reports and the total number of pages of recorded proceedings are given in Table X. To arrive at some indication as to what extent re-

[60] Pittsburg, Minutes of the Board of Education, Jan. 20, 1914, pp. 142-44.

ports and recommendations of committees are accepted without amendment or division, the recorded actions on reports, recommendations, and resolutions offered by committees were noted. The results, omitting votes to merely receive the report, are given in the table.

TABLE X

	Size of Board	No. of Committees	Total Pages of Proceedings	Pages Devoted to Com. Reports	Unanimous Adoption	Amended and Unanimous Adoption	Division	Rejected	Laid Over	Adopted	Adopted as Amended	Tot. Actions on Committee Rec. and Res.
Chicago	21	9	210.5	196	16							16
New York ..	46	15	216	150	92	1			6	27	1	127
St. Louis ...	12	4	301	22	2					17		19
Pittsburg ...	15	3	274	18	18 [a]		1	1	3 [a]	8	4	35
Grand Rapids	9	4	69	48	50				2	1		53
Worcester ..	30	14	30	19.5	4				2	24	1	31
Newark	9	4	67	42						60		60
Milwaukee ..	15	6	134	83	23	1	5		1		2	32
Lancaster, Pa.	7	6	56	36	9					9		18
Cleveland ...	7	6	30.5	15.3	56					4		60
Jersey City..	9	8	37.5	22	12				1	10		23
Elizabeth ...	9	13	30.3	15.7	13					3		16
Reading	9	4	56.5	38	9					2		11
Kalamazoo ..	6	3	30.5	15						19		19
					304	2	6	1	15	184	8	520

Minutes used in compiling the above data:

Chicago: 11/24/15; 2/16/16; 5/24/16.
New York: 10/27/15; 12/8/15; 3/22/16.
St. Louis: 4/13/15; 7/13/15; 10/12/15.
Pittsburg: 6/23/14; 9/22/14; 10/20/14.
Gr. Rapids: 6/7/15; 8/2/15; 10/4/15.
Worcester: 6/1/15; 9/7/15; 11/2/15.
Newark: 4/29/15; 7/29/15; 8/26/15.
Milwaukee: 6/30/15; 9/7/15; 10/5/15.
Lancaster: 1/6/16; 3/2/16; 5/4/16.
Cleveland: 6/21/15; 8/30/15; 10/25/15.
Jersey City: 4/21/15; 6/16/15; 9/15/15.
Elizabeth: 8/13/14; 12/10/14; 1/28/15.
Reading: 5/19/14; 8/18/14; 11/17/14.
Kalamazoo: 7/6/15; 9/7/15; 11/2/15.

[a] Includes one referred to executive officer.

[a] Eight of these are final adoption of committees reports after disposing of items seriatim.

Objections may be raised that the number of pages devoted to committee reports is not fair measure of the relative importance attached to committee reports and recommendations. Discussions are not recorded while routine items frequently are. For that reason a crude measure as this must be discounted. But even allowing liberally for the preponderant proportion of space devoted to committee reports in such a city as Chicago, when we consider certain other pertinent factors, there appears to be good evidence that in this city at least, committee policy tends to be substituted for board policy. That the board in this city attempts

to pass upon a large volume of business may be seen by reference to the minutes themselves. The fact that all committee proposals for three months can be disposed of without amendment in sixteen recorded actions by this large board and in each case by unanimous vote is further evidence that committee policy in Chicago tends to be substituted for board policy. A marked contrast is to be noted in the case of St. Louis, where committee reports occupied only twenty-two out of a total of three hundred and one pages. St. Louis, as noted above, restricts its committees by limiting them to an advisory capacity. The significant reports are presented as the reports of executive officers and not as committee reports.

Unfortunately a considerable number of actions are recorded only as "adopted." These are presumably those on which no roll call was taken. In many cases actions are recorded as "adopted" on matters of routine or which involve no expenditures. The small number of cases in which divisions, amendments or rejections occurred may be seen from the table. Only in Milwaukee and Pittsburg do committee reports appear to be seriously questioned.

e. Summary on Committees

As far as we have approached a solution of the committee problem through these committees it appears (1) that committee action may in the main take two general directions. It may be (a) chiefly administrative, either in the absence of a full corps of executive officers or irrespective of them and contrary to principles of good business administration; or (b) chiefly advisory and supporting, affording the benefit of group judgment to executive officers and placing at their service such business administrative ability as its members possess in order that all of the executive or professional skill within the system may coördinate at a maxium of efficiency. Whether the latter position shall be taken will depend somewhat on the specific provisions of the rules in prescribing committee duties. It appears (2) that there is little agreement among boards as to what duties shall be assigned to these committees; (3) that there is little if any evidence from the findings with respect to committee duties of a conception among boards of relative importance of the duties which should claim

the time and attention of committees. Finally it appears (4) that committee action may develop particularly among large boards into an arrangement for mere convenience wherein a committee tends to become a separate entity for attending to a particular phase of the board's own duties and whereby committee policy tends to be substituted for board policy. This was noted in the case of the building committee. The problem is then, to conserve whatever advantage there is to be had in committee action making for more efficient administration of the system. It is to conserve whatever business ability its members may bring to the assistance of executive officers in formulating and executing policies, without interfering with or preventing the full operation of the professional ability of the chief executive and his assistants.

5. Summary

The problem for boards of education as indicated by the data we have presented in this chapter is one of finding its own proper functions. It is one of finding what functions should be delegated to the professional chief executive and his assistants and which functions are most important for a lay board to perform and most deserving of its time and effort.

The duties performed by lay boards in practice extend over a wide range. They undertake to act upon matters which are professional and administrative in character as well as upon matters which are of vital importance for a board of education to perform. A large amount of work is attempted and an undue amount of time is frequently devoted to unimportant and administrative matters. As a result of such procedure there is a tendency to disregard the professional aspects of educational leadership. The reports demanded of the chief executive and his assistants are commonly not of the kind which enable a board to pass intelligently upon school policies. Few boards require as a basis for legislation that accurate, detailed, objective data shall be presented by executive officers. They neglect the opportunity to hold the executive officers responsible for results through the medium of adequate reports of the achievements of the school system. They frequently resort to committee procedure not so much from well considered necessity as from the facts: (1) that

the board has not formed a clear conception (a) that administrative functions should be performed by the chief executive officer and his assistants and (b) that its own function is to provide the legislation necessary for the successful administration of the school system; (2) that the board fails to demand data adequate enough to enable it to pass upon school policies; and (3) that the membership of the board is too large. They commonly fail to prescribe definitely that the function of a committee is to serve in an advisory capacity to the chief executive and his assistants with the result that we find committees engaged in administrative matters and recommending policies which are allowed to become board policies without due consideration.

The duties which in the opinion of 75 per cent of the 531 competent judges are least important for a board to perform and which in the opinion of many judges should not be performed are: (1) visiting the schools, observing or investigating the efficiency of instruction, (2) hearing communications on matters of administration or policy, and (3) acting as a court of appeal for teachers, supervisors and patrons. The duties which are among the most important for a board to perform have to do with such matters as (1) passing upon the annual budget prepared by the chief executive and his assistants, (2) debating and passing upon the recommendations of the chief executive for additional capital outlays and the means of financing them, (3) advising with the chief executive to afford him a group judgment on his recommendations for extensions or readjustments of the scope of educational activities, (4) appointing teachers, principals and supervisors only upon nomination and recommendation of the chief executive. Its most important single duty is to select the chief executive officer and support him in the discharge of his duties

CHAPTER II

THE ADMINISTRATIVE ORGANIZATION

THE particular purpose of this chapter is to consider the provision made by boards of education for centering authority and responsibility in the hands of the chief executive, i.e., the superintendent, and his assistants. The principle of giving to the chief executive officer a wide range of authority is commonly accepted among careful students of administration as a cardinal principle of good administration. Our interest will be to see how far this principle is carried in school administration as indicated by the rules and regulations. Since this principle is not peculiar alone to school administration, attention will be given to administrative organization as provided by boards of directors of some successful business concerns and as provided in the rapidly developing city-manager type of commission government. The intent is to discover the lesson that successful administration in these fields holds for boards of education. A second principle, that of fixing responsibility in the chief executive, has been treated to some extent in the preceding chapter. A third principle of administration which may be borne in mind throughout the study maintains that new policies shall be proposed by the chief executive and his assistants. All of these principles are based upon the facts, (1) that successful performance of executive functions is a matter requiring professional training and skill, (2) that the public is interested primarily in getting results, and (3) that having selected executives possessed of adequate professional ability to perform the actual work of administration, any undue restriction which prevents the chief executive officer and his assistants from employing such professional knowledge is economic waste. With these principles of administration definitely before us we may attempt to answer a few specific problems. Does the authority given the superintendent as the board's chief executive officer prevent him from being the real leader of the community in matters of education?

Must he depend upon the whims and inaccurate judgment of others to secure execution of policies which his professional judgment deems best for the community? Is he the actual head of the school system, or are there several distinct heads, and what are some effects of such arrangements? It is interesting to know whether the chief executive is given power to control and direct the head of the business or other departments.*

1. Need of Considering Administrative Organization

To give the reader some conception of the need of considering the question of centralizing administrative organization let us consider for example, the matter of school buildings. Is the board of education which makes its building department independent of the educational department certain that buildings will be constructed to meet commonly accepted standards of health, safety, convenience and educational need? How does it know that new buildings will be adapted to the conception of education underlying the work of the school as revealed in the number and kind of activities to be undertaken, the subjects to be taught, the method and spirit of teaching, the general organization and administration of the schools and the system of which it is a part?[1] How does it know that adequate account is being taken both in the form and location of buildings, of the probable number of school children to be accommodated, that the location of each is such as will provide standard conditions of physical and social environment? Is it certain that each building is being so located and constructed as to provide standard lighting conditions for the children without danger of injury to their eyes? Does it know whether corridors and stairways will be standardized to meet the requirements of safety and convenience in movement of the children without waste of space; that service systems, such

* In this study a system in which the superintendent is made the responsible head of all departments, instruction, building, business, etc., the head through whom all departments are coördinated, will be designated as having a centralized or coördinated type of organization. A system having its different department heads independent of each other or practically so, a system in which each department executive head is responsible directly to the board and not to the superintendent, will be spoken of as having a divided or uncoördinated form of administrative organization. The term decentralized may also be applied to this form.

[1] See brief on School Buildings by Gambrill, Theisen, and Woody, Dept. of Educational Administration, Teachers College (unpublished).

as heating and ventilating, artificial lighting, water supply and toilet facilities, will be constructed to meet the requirements for comfort, convenience, health and study for all who are to be accommodated? Is it certain that class rooms will be placed with due regard for the educational activities to be served; that they will be of such size as will provide standard floor and air space for each child; that they will be constructed with due regard for facilitating control of such matters as cloakrooms, for minimizing dangers of distractions from noises; that they will be finished in colors that facilitate proper lighting; that their permanent equipment will be of such quality and size and so arranged as to meet the needs of health and good instruction, e.g., placing blackboards within reach of the children; that rooms for special activities will be arranged with respect to the requirements of the activity to be undertaken whether it be auditorium, administrative offices, commercial rooms, drawing rooms, gymnasium, household arts rooms, industrial arts rooms, laboratories, libraries, lunch rooms, music rooms, open air class rooms, science rooms or shops? Surely no one would deny that the building department exists for the purpose of satisfying the needs of the educational department. These are factors that a board may well consider when selecting and fixing the responsibility of its superintendent of buildings. They apply scarcely less to the voter who may be asked to cast his ballot for or against a city charter which would still further divorce the school building department from the educational department by placing the control of school buildings with other city departments as in Schenectady, or until recently in Boston.

The board which divorces its business department from its educational department, as do the boards in Cleveland, Boston, Indianapolis, and Terre Haute, may do well to consider the possible effects of such separation. What assurance is there that standards for school supplies will be such as permit good teaching; that the quality and kind of paper for writing and drawing, the materials for manual, industrial and household arts, kindergarten or laboratories, are such as will permit good teaching results? The proper selection of such materials requires an understanding of the educational activities for which they are intended, yet what is there to prevent the business agent in Boston or the

business director in Terre Haute from seriously interfering with the selection of any kind of materials required by the educational department? If the superintendent in Boston desired that kindergartens be conducted according to modern theories of child learning as opposed to the outgrown Froebelian ideas, what is there to prevent the business agent from refusing to permit the necessary change in the kind of materials except a special action by the board? If the "Director of Schools," as the business director in Cleveland is called, took steps to close summer play-grounds because he thought the children were breaking too many windows, the superintendent would have no authority to stop him. Such interference is not unknown among the cities of the study having a decentralized organization.[2] The proposed Boston rules permit such independence as follows:

"Requisitions for books, printing, postage, fuel and materials of every description required for use by any officer or in any school or department shall be subject to *his*[3] approval. . . . He shall fill such requisitions as he shall approve within the limits of the appropriations made therefore."[4]

The rules of Terre Haute provide that

"He shall refuse to fill any requisition, if *he* deem the same unwise or unnecessary . . . and shall give his reason in writing for such refusal."[5]

A striking instance of divided responsibility is found both in Indianapolis and Terre Haute in the matter of the budget. In neither of these cities does the board give to the superintendent any authority in the making of the budget. Both entrust this important function to the business director. The rules of Indianapolis read:

"The director shall prepare and submit to the board not later than at its first regular meeting in August *his* estimates of the receipts and expenditures for the fiscal year to end on the 30th day of June following, with *his* recommendations as to the levy to be made for taxes."[6]

The rules of Terre Haute on this point specify as follows:

[2] For corroboration on this point see: "Report of a study of certain phases of the Public School System of Boston, Mass." (Published 1916.)
[3] Italics—author's.
[4] "Rules of the School Committee and Regulations of the Public Schools" (proposed), 1915.
[5] Manual, 1914, Art. III, Sec. p.
[6] Indianapolis: Manual and Rules, 1911, Art. VI, Sec. 16.

"He shall make a recommendation in writing on all matters brought to the board by his department and on all matters involving an expenditure of money except for salaries. Before the beginning of each fiscal year *he* shall prepare an estimate of expenses for all departments for the ensuing year, and *he* shall recommend the tax levy." [7]

The proposed Boston rules entrench the business agent even more firmly. After prescribing the report of expenditures, etc., to be made, this statement is made:

"He shall include in these reports such recommendations tending to a more economical expenditure of appropriations as *he* may deem expedient." [8]

"He shall consider and report upon any proposition relating to an extension of or a change in the school system involving additional expense, or a contemplated expenditure for which provision has not been made in the annual appropriation order . . ." [9]

What changes of any importance do not involve some expenditure?

In Cleveland the director as far as any rule to the contrary is concerned is absolutely independent of any control by the superintendent.[10]

What more effective means could be used to remove the business director from the control of the superintendent than to give him such powers as do these cities in matters of the budget? What assurance have the boards of education in these cities that the latent professional skill paid for in the salary of the superintendent as chief executive will be given the opportunity to operate at its maxium ability; that the skill which can direct expenditures so that they shall promote the best educational welfare of the children shall be utilized? It is quite plain that these boards are providing rules which make it unlikely that the professional preparation and training of their superintendent will be fully utilized.

Let us consider briefly organization within the educational department for cities that do not provide a single responsible head. If the superintendent is not made the single responsible head, as he is not in New York, Boston, Philadelphia, or Baltimore, who is

[7] *Op. cit.*, Art. III, Sec. 1.
[8] *Op. cit.*, Chap. V, Sec. 98.
[9] *Op. cit.*, Chap. V, Sec. 101.
[10] Cleveland: Rules Governing the Board of Education, 1915.

to be held responsible for the success of the system? In each of these cities a board of superintendents is found. Odd as it may seem, even though the superintendent may have control over each assistant superintendent as an individual, the board of superintendents, composed of the assistant superintendents and the superintendent, may out vote and overrule him. The rules of Baltimore provide:

"Wherever the superintendent of public instruction and his assistants are in doubt what course to pursue, they shall ask instructions from the school commissioners, to whom they may present a majority and a minority report, and the decision of the board of school commissioners shall be final. He shall have the right *subject to the approval of the majority of the board of superintendents* to suspend any teacher." [11]

The proposed Boston rules which according to the recent survey report of Boston [12] represent present practice in that city read as follows:

"The superintendent shall be the executive officer of the board in all matters relating to instruction and discipline in the schools. . . . He shall be chairman of the board of superintendents, and shall assign to each assistant superintendent such duties as he may deem best, and may delegate to or recall from any one or more assistant superintendents any part of his authority except such as relates to the appointment, reappointment, assignment, promotion, transfer, suspension, or removal of teachers and members of the supervising staff; to the approval of plans of school buildings; and to recommendations to the board, or other relations with it." [13]

But note how the seeming authority of the superintendent is annulled even in the department of instruction:

"The board of superintendents shall give written opinions on any question when so required by the superintendent, the board, or any subcommittee thereof; and may present to the board recommendations on its own initiative. The board of superintendents shall approve books of reference and educational material used in the schools, except dictionaries, cyclopedias and atlases, in accordance with the regulations. The board of superintendents shall conduct examinations of candidates for certificates for qualification as teachers . . . and prepare and adopt the questions to be used at such examinations." [14]

[11] Baltimore: Rules of the Board of School Commissioners, 1913.
[12] Boston: Report of a Study of Certain Phases of the Public School System, 1916.
[13] Rules of the School Committee and Regulations of the Public Schools (proposed), 1915, Chap. III, Sec. 55, 57.
[14] *Ibid.*, IV, Sec. 66, 68, 70.

Since no permanent appointments of teachers or supervisors can be made except from the three highest on the eligible list willing to accept [15] the board of superintendents has control of the appointment of teachers.

The by-laws of Philadelphia provide:

"The board of superintendents shall recommend to the board of public education, or to the proper committee: (a) Changes in the grading of schools, (b) The adoption and modifications of courses of study.

"The board of superintendents shall recommend to the board of public education, or to the proper committee, the location of new school buildings, the repairs to and enlargement of present buildings, and the change of teachers from one grade to another in schools where such changes would be of advantage.

"The board of superintendents shall conduct the examination of candidates for the various teachers' certificates (other than those granted to graduates of the normal school and the School of Pedagogy), provided for by the board of public education, and shall prepare the eligible lists of candidates to be kept in the superintendent's office." [16]

In New York the authority of the board of superintendents is indicated by the following:

"Associate city superintendents shall be assigned to duty by the city superintendent, and shall perform such duties as he may direct. . . . Subject to the approval of the board of education, the board of superintendents shall make rules and regulations for the admission of pupils to the schools, for their promotion and graduation, and for their transfer from one school to another.

"The board of superintendents shall recommend to the board of education, when necessary or advisable, text-books, apparatus and other scholastic supplies, and shall report to the board of education in reference to changes in the grades of schools or classes, and in reference to the adoption or modification of courses of study.

"The board of superintendents shall, from time to time, issue syllabuses in the various branches taught, which shall be regarded as the minimum amount of work required in such branches." [17]

Unfortunately certain powers are conferred upon the board of superintendents by the city charter.[18]

[15] *Ibid.*, IV, Sec. 87.

[16] Philadelphia: Handbook, The Board of Education, 1914, containing By-Laws, 1911, III, Sec. 30, 31, 33.

[17] New York: Manual of the Board of Education, Sec. 40.

[18] New York: Educational Chapter of the Revised New York City Charter, Sec. 1090.

"Principals, branch principals, heads of departments, teachers, assistants and all other members of the teaching staff, shall be appointed by the board of education on the nomination of the board of superintendents . . . Teachers and principals may be promoted or transferred from one school to any other school within the city by the board of superintendents, subject to the approval of the board of education . . ."

With a board of superintendents independent of and overruling the superintendent we have the district paying twice for one result. It pays the superintendent a salary for professional service presumably to fill the position of chief executive and at the same time it is devoting part of the salary paid to assistant superintendents to the payment of their services in performing functions for which the superintendent is already being paid. It may be argued that their salary is for service as assistant superintendents but nevertheless a part of their time is devoted to service as members of the board of superintendents and a part of their salaries must be considered as paying for services as members of this board.

Again, if the nomination of the supervisors, principals, and teachers, or such matters as the initiative in changes of textbooks, courses of study, or the kind of supplies which shall make them conform more nearly to the requirements of the educational ideals of the school, do not rest with the chief executive, can he be held responsible for the success of the system? Is the board making full use of his services? Certainly not. True, the placing of all of the responsibilities so far enumerated upon the superintendent does not insure the best results in every instance. But in the last analysis, whether just or unjust, the community looks to its superintendent of schools as the one responsible for the educational welfare of its children. This emphasizes all the more and helps to explain the fact that the selection of the superintendent is considered by competent judges as a board's most important duty.

2. Types of Administrative Organization

The administrative organization of the cities of this study may be divided into types. At one extreme we have a completely centralized or coördinated organization represented by Minne-

apolis, as shown in Chart I[19] and at the other extreme a thoroughly divided or uncoördinated organization represented by Boston, Chart II. Between these extremes we find a group of cities whose organization is centralized only in certain features. The two charts may be considered as portraying fairly typical forms of organization found among the one hundred cities whose rules and regulations were examined. It may be noted, however,

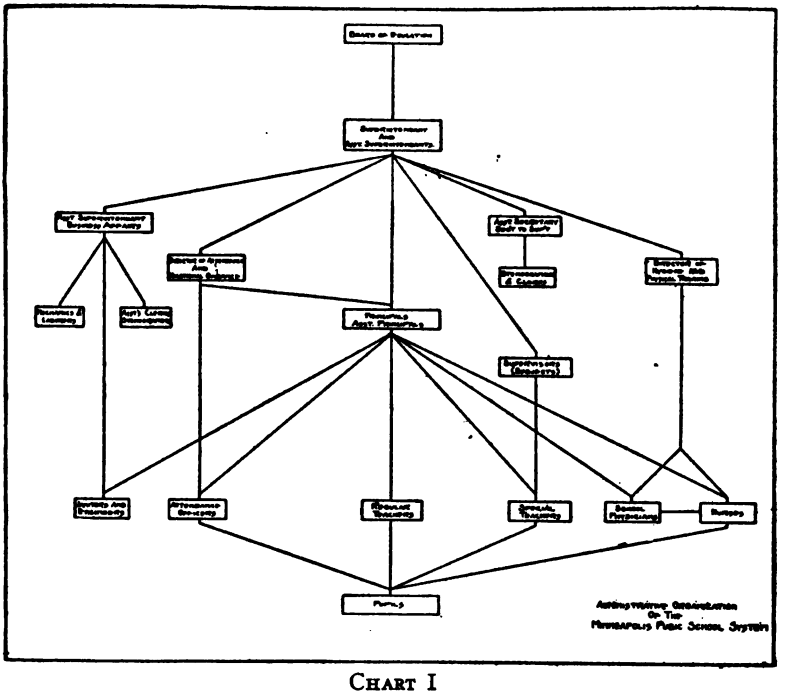

CHART I

that Boston is lacking in one respect of being truly typical in that the board has no committees.

Before considering school administrative organization in detail it may be well to call attention again to the administrative principles mentioned in the early part of this chapter:

1. That the chief executive officer (referring throughout this study to the superintendent) should be given a wide range of authority over all departments of the system.

[19] In all charts used in this study, slant and vertical lines indicate control emanating from the higher position. Horizontal lines indicate a coöperative relation.

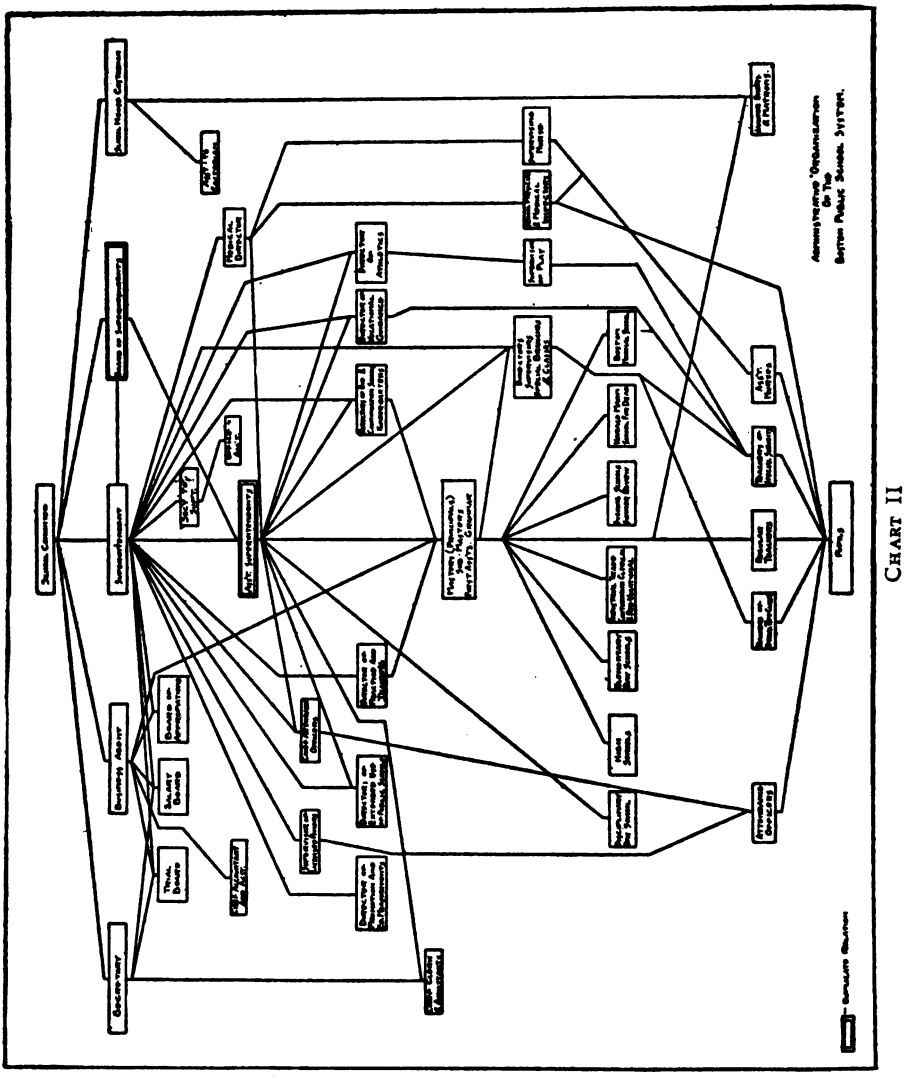

CHART II

2. That responsibility for results should be fixed in the chief executive.
3. That the initiative in new policies shall come from the chief executive and his assistants.

Except only in so far as business organizations and city government are treated in this chapter only the first will be treated extensively here. This first principle is a thesis of all careful students of administration. It asserts that the chief executive should have control and direction over the heads of departments in their duties and that his approval shall be necessary in all important matters. The student therefore may approach a study of the administrative organization of any system with such questions as these: "What authority has the chief executive? What control has he over other officers and employees of the system? Over what aspects of their work has he control?" Not all of this can be shown on a simple diagram of control relations, nor can organization charts be shown for all of the cities. Accordingly, the one hundred cities whose rules and regulations were examined are placed in groups, each city being placed in that group to which its organization most closely corresponds, Table XI. A number of the cities are comparatively small cities that have not felt the need of providing several departments with separate heads for each. In a few cases the data were not sufficient to warrant classification. The line of demarcation between groups cannot always be sharply drawn. With these considerations we may turn our attention to the cities classified in Table XI.

Minneapolis, of the first group, shown diagrammatically in Chart I, as previously stated has complete centralization or coördination of departments through the chief executive. The head of the business department is made assistant superintendent in charge of business affairs. The assistant secretary who performs the real duties of clerk or secretary is made secretary to the superintendent and is placed under the superintendent's direction. The departments of attendance and hygiene are likewise under his direction. Since the present study was undertaken, another large city, Denver,[22] has adopted this type of organization and is placed in the first group. Of the remaining cities in this group, seven, namely: Brookline, Mass., Lockport, N. Y.,

[22] Denver: By-Laws adopted Jan. 12, 1916.

TABLE XI

Form of Organization

Centralized or Coördinated	Centralized in Part	Divided or Uncoördinated	Simple Organization
Norwalk, Conn.	New Orleans	Chester, Pa.	Wausau, Wis.
Waltham, Mass.	Bridgeport, Conn.	Cleveland	Laramie, Wyo.
Minneapolis	Fort Worth	Akron, Ohio	Lead, S. D.
Denver	Moline, Ill.	New York	Winston Salem, N.C.
Evansville, Ind.	Topeka [21]	Salt Lake City	Cape Girardeau
Brookline, Mass.	Beverley, Mass.	Grand Rapids, Mich.	Greeley, Colo.
Joliet, Ill.	Waterbury, Conn.	St. Louis	Calumet, Mich.
Lockport, N. Y.[20]	Philadelphia	Yonkers, N. Y.	Lebanon, Pa.
Charleston, S. C.[20]	Joplin, Mo.	Detroit	Central Falls, R. I.
Holyoke, Mass.[20]	Worcester, Mass.	Rochester	Westport, Mass.
Lawrence, Mass.[20]	Manchester, N. H.	Fall River, Mass.	Pine Bluffs, Ark.
Fremont, Nebr.		Syracuse	Fort Smith, Ark.
Winchester, Mass.[20]		Newton, Mass.	Montgomery, Ala.
Newburyp't, Mass.[20]		Baltimore	Freeport, N. Y.
		New Haven	Fargo, N. D.
		Boston	Milton, Mass.
		Covington, Ky.	West Point, Nebr.
		Louisville	Pierce, Nebr.
		San Francisco	Cortland, N. Y.
		Cedar Rapids, Ia.	Portland, Me.
		St. Joseph, Mo.	
		New Brunswick, N.J.	
		Elgin, Ill.	.....
		Spokane	
		Chicago	Insufficient data
		Providence	
		Sioux City	Houston
		Pawtucket, R. I.	Nashville
		Portland, Ore.	Seattle
		Terre Haute	Pittsfield, Mass.
		Richmond, Va.	Wakefield, Mass.
		Columbus, Ohio	
		Omaha	
		Lincoln, Nebr.	
		Indianapolis	
		Brockton, Mass.	
		Harrisburg	
		Schenectady	
		Everett, Wash.	
		Oakland, Cal.	
		Boulder, Colo.	
		Wichita	
		Johnstown, Pa.	
		Charlotte, N. C.	
		Columbia, S. C.	
		Racine, Wis.	
		Newport, Ky.	
		Kansas City, Mo.	
		Middleton, N. Y.	

[20] Superintendent is also secretary or clerk.
[21] Coöperative relation only between superintendent of buildings and superintendent.

Holyoke, Mass., Lawrence, Mass., Newburyport, Mass., Waltham, Mass., Winchester, Mass., make the superintendent clerk or secretary of the board in addition to his usual duties. In Holyoke this additional duty is placed upon him by charter provision. Such arrangement is evidently facilitated by the Massachusetts State Law:

"The superintendent . . . shall assist the school committee in keeping its records and accounts, and in making such reports required by law." [23]

That an arrangement whereby the superintendent performs both functions is not unusual among smaller cities may be seen from Deffenbaugh's study.[24] He reports 119 cities out of 799 as making such provision.

This double function of the superintendent in the cities just noted suggests a matter of more than passing interest which may be inserted parenthetically at this point. In smaller cities the work commonly assigned to separate departments is frequently given over to committees of the board of education or, again, a member of the board fills the position of secretary. Placing beside this condition the arrangement noted above where the superintendent fills both the position of superintendent and of secretary or clerk, we may see what is possibly the evolutionary stages of both the centralized and the divided or uncoördinated forms of administrative organization. A logical succession to administration of a department by a committee of the board, as in the case of buildings, is a salaried executive officer in charge of the department, independent of the superintendent. Or again, if a member of the board fills the office of secretary, as the amount of work to be done develops, a salaried official, not a member of the board, may be placed in charge of the business affairs of the board. He may or may not be independent of the superintendent. On the other hand, where the superintendent serves in the capacity of more than one officer, the next step is to provide him with an assistant who shall be under his direction. For illustrations of such developmental stages see the rules and regulations of such cities as Fort Worth, Texas, Joplin, Mo., Bridgeport and

[23] Massachusetts: Chap. 444, Acts 1911, Sec. 1, quoted in Revised Laws Relating to Public Instruction, 1915, p. 33.

[24] Deffenbaugh: School Administration in the Smaller Cities, Bur. of Edu. Bul. 44, 1915, p. 42.

Norwalk, Conn. If our analysis of the probable lines of development be correct, the lesson to be drawn is clear. Undoubtedly much of the lack of coördinated or centralized authority and responsibility that has developed in some cities need not be repeated in others that are now in the developmental stage. If superintendents in these growing cities be on the alert to lead and urge development such as will definitely lay a foundation for future centralized organization rather than be content to let matters drift, it can be averted.

Now if the source of the divided or uncoördinated form of organization can be traced to the stage in the development of the administrative control of a school system where members of the board serve in the capacity of executive officers of the schools an important question arises. Is it necessary that the board of education have a president and a secretary of its own body? Why not have the superintendent of schools, who is the chief executive officer employed to execute the policies of the board, perform the duties usually assigned to a president? His business assistant could serve as secretary. The question is one to be solved by future investigators in the field of administration. It will be seen later from the study made of the administrative organization of the Pennsylvania Railroad system that the chief executive officer, i.e., the president of the road, is president of the board of directors. This magnificent organization *does not provide one head for the road and another for its board of directors.* The same is true of the New York Telephone Company and of the American Telephone and Telegraph Company. Yet even though this is true in large and successful business organizations it is not so in school administration. We have in the person of the superintendent a chief executive for the head of the school system and at the same time the board of education elects one of its own number to preside over its own deliberations. Conservative administrators should be required to justify an arrangement which differs so materially from that found in the field of business.

In the Pennsylvania System, the board of directors advise with their president to arrive at a concensus judgment as to the policies to be followed. The chief executive is thus the real leader of his board of directors. Nothing found in the field

covered by this study would suggest that an organization, whereby the superintendent as chief executive, could not fill the position of president of the board of education in addition to his ordinary duties. However, the solution of the problem is not ours to reach. Our purpose is merely to direct attention to it.

Let us return to the matter of classification of cities according to form of organization. That the reason for placing certain cities in the class "Centralized in Part" may be understood, we will indicate briefly the particular respects in which these cities have a centralized or coördinated form of organization. Bear in mind that our chief interest here is to see whether the principle of giving to the chief executive a wide range of authority is observed. It must be remembered that as previously stated no hard and fast division lines between the groups can well be made and that in this classification we are considering only centralization with respect to the main departments. The departments of attendance and medical inspection will be treated separately. Table XII gives the cities in which the rules of the board give the superintendent control or direction over the duties of the other executive officers indicated, those in which he is given part control and those in which he is given very little or no control over their duties.

The terms "Business Director" and "Superintendent of Buildings" are used uniformly here, though in practice various terms are used to designate the officers performing these functions. All numbers except in total columns are key numbers to cities in Table I. Reading down the columns will give some idea of the relative numbers of each. It should be noted that in some of the cities placed in the "no control" section the superintendent does have some control in certain minor matters, but the amount and importance of such control was not deemed sufficient to warrant placing them in the "part control" section. These may be designated "border-line cases." Cities in which the superintendent is both superintendent and secretary or clerk are placed in the "control" section for the reason that the actual secretarial work is not usually done by the superintendent himself but by an assistant under his immediate supervision and direction.

In Table XI of the cities classed as having a "partly centralized" or "coördinated organization," i.e., where the superintendent

TABLE XII[25]

Control Exercised by the Chief Executive

	Business Director		Superintendent of Bldgs.		Secretary or Clerk		Attendance Officer	
	City	Total	City	Total	City	Total	City	Total
Control	16, 24	2	36, 62, 66, 73-4	5	1, 7, 16, 22, 55, 58, 75, 80, 91-2, 97, 100	12	1, 2, 4, 6, 8, 10, 11, 13-18, 20, 22-3, 25, 26, 28-9, 35, 38, 46, 51-2, 55-7, 59, 62-5, 67, 73-5, 82, 85, 87, 88, 90-2, 94, 97, 99, 100	48
Part Control	13	1	8, 13, 21, 32,[27] 67, 89[27]	6	21, 30-1	3	3,[33] 5,[34] 19,[31] 39,[33] 49,[33] 58,[31] 76,[33] 84,[33] 89,[31]	9
No Control	3, 10, 23, 25,[26] 26,[26] 41, 52,[26] 61,[26] 84	9	5, 6, 11-2, 14, 17, 19, 20, 23, 34-5, 42, 44,[29] 51-2, 54, 57, 61, 77, 83, 88, 93	22	2-6, 8, 10-2, 13,[26] 14,[29]-5, 17, 18,[26] 19, 20, 23-9, 32-6, 39, 41, 42, 44[29] 50-1, 53-4, 57, 59, 60, 63, 66-9, 71, 73-4, 77-8, 81, 83-9, 93, 99	59	7,[26] 12,[26] 34,[33] 42,[26] 50,[26] 66,[26] 96,[26]	7

Medical Inspection Under Control of

Superintendent		Business Director		Committee of Board		Not Indicated	
8, 11, 16, 23, 29, 33-4, 35, 53, 60, 63, 65, 72, 84, 98, 100	16	3	1	2, 7, 12	3	17, 20, 25, 68-9, 76, 91, 94, 99	9

[25] Numbers refer to cities of Table I.
[26] Superintendent must approve books supplies or style and quality of apparatus purchased.
[27] Superintendent may assign duties.
[28] Superintendent must approve requisitions for supplies.
[29] Superintendent directs in case of emergency
[30] Charter provision.
[31] Superintendent and committee.
[33] Superintendent and business director.
[34] Superintendent and board.
[34] Superintendent, board, and committee.
[35] Committee.
[36] Board control.

has control and direction over the heads of some of the departments at least, or over their important duties, we may note some of the respects in which he has control. In New Orleans, the inspector of buildings "shall receive and carry out any instructions given by the superintendent regarding any matters pertaining to the health and comfort of teachers and pupils and improvement of instruction." [37] This may seem insufficient, but with a strict interpretation of all that this implies it will be seen that his control is not unimportant.

In Bridgeport the agent of the board (superintendent of buildings), in addition to prescribed duties, must perform "such other duties as may be required of him by the superintendent." [38] He must report back his disposition of affairs submitted to him. In case of "inefficiency or neglect of duty on the part of janitors" he reports "to the superintendent or to the committee on schoolhouses." Topeka [39] requires that the superintendent of buildings perform his duties "in consultation with the superintendent of schools"—a rather lukewarm provision but nevertheless a step toward coördination of departments. Fort Worth requires the clerk of the school board, in addition to performing other duties, to "do such clerical work as may be requested by the . . . superintendent of schools." [40] Moline, Illinois,[41] requires the supervisor of janitors and buildings "to perform such other duties as the superintendent may designate." In Beverley, Mass., the board has prescribed in clear-cut fashion, "There shall be a schoolhouse custodian who under the superintendent of schools, shall be the executive officer of the board in all matters relating to the care and custody of land and of buildings. . . ." [42] The Rules and Regulations of Waterbury specifically state that: "The inspector of school buildings shall act under the direction and control of the superintendent of schools." [43] Philadelphia, forced by state law applying to school districts of the first class, requires that the superintendent of buildings submit "all plans for construction of new buildings or for additions and repairs to old

[37] Rules and Regulations of the Public Schools, Art. IX, Sec. 7.
[38] Rules of the Board of Education, 1915, Chap. II, Art. VI.
[39] Rules and Regulations, 1914, Sec. 49.
[40] Rules and Regulations (in 1913 Report), Art. 1.
[41] Rules, Chap. II, Sec. 4.
[42] Rules of Procedure, 1912, Chap. IV.
[43] Rules and Regulations, 1914, Chap. VIII.

buildings . . . to the superintendent of schools for criticism of that official." [44]

The board of education at Joplin, Mo., makes this provision:

"The supervisor of buildings and grounds shall, under the direction of the superintendent, devote his entire time to the care of the property of the school district, and such other duties as may be assigned him." [45]

Worcester does not give the superintendent sole direction over the inspector of schoolhouses:

"It shall be the duty of the inspector to exercise a general supervision of the schoolhouses under the direction of the committee on schoolhouses, the committee on high schools and the superintendent, or as directed by the committee." [46]

Manchester, N. H., gives the superintendent "general supervision . . . of all the employees of the school board." [47] In reply to a letter of inquiry as to whether this is intended to include the clerk and the schoolhouse agent the superintendent replied that he had control over the schoolhouse agent but not over the clerk.

The quotations just given from the rules of these cities show that in each of the cities classed as having an organization "Centralized in Part" the superintendent has control in some important respects over at least one of the other executive officers of the system. The number of cities in which even this much authority is given to the chief executive is indeed small. When we compare the number of cities in the "Centralized" or "Centralized in Part" groups with those in the "Divided or Uncoördinated" group, we see that much remains to be accomplished in the way of centralizing school administrative organization. That so much remains to be done, that school organization is lagging far behind progressive business organization, may be due to the timidity of boards in granting authority to their chief executive. Competition has not yet been keenly felt in education as it has in business. This may account in part for the conservative attitude of boards of education as compared with the attitude of boards of directors in business to the question of giving to the chief executive a wide

[44] *Op. cit.*, IV, Sec. 2.
[45] Rules and Regulations (in 1915 Report), Sec. VIII.
[46] Rules of the School Committee, 1913, Chap. IV.
[47] Rules of the School Committee, 1915, Chap. VIII, Sec. 1.

range of authority. It may be that the superintendent's lack of power in many cases is due to his own timidity or lack of foresight in demanding, as a condition to his acceptance of the position of superintendent, that he be made chief executive in fact as well as in name and that the professional nature of his position be recognized. Superintendents who accept a position without the guarantee of any effective control over other executives of the system do so quite probably for one of four reasons: (1) they may do so blindly, not realizing the grave consequences that may follow; (2) they may willingly acquiesce in becoming one of several executive heads; (3) they may fail to demand that the professional nature of the position of chief executive be recognized for fear of not being elected to the position to which they aspire; (4) they may depend upon the strength of their own personality to dominate the situation. It is quite possible that all of these factors are influential in restricting the progress of centralized school administration. Whatever the cause, the results found are sufficient to indict most of the boards in the cities of the study on the charge of failure to recognize adequately the professional aspects of educational leadership.

It will be argued by some that even though the superintendent has no authority given him over other executive officers by rule, he does as a matter of fact exercise control in practice. While this was found to be true in some of the cities visited, notably Lincoln, East Orange, Kansas City, Mo., and Schenectady, it is by no means assured. In Boston[48] and Cleveland,[49] where exhaustive inquiries have been made, it does not occur. The rules are to be looked upon as a form of contract made between the board and its officers and employees. In fact, the board of education in Cleveland goes so far as to specify in its rules that: "Such rules and regulations shall be deemed a part of the contract of employment of such officers, appointees and employees. . . ."[50] There is no doubt of a board's intent in such a case. In any event, it is a hazardous undertaking to trust that past rules will be laid aside.

[48] Boston: Report of a Study of Certain Phases of the Public School System, 1916.

[49] Cleveland: Educ. Survey—School Organization and Administration, Chap. III.

[50] Rules Governing the Board of Education, 1915, p. 8.

We may further analyze administrative organization by examining the distribution of control with respect to such departments as that of attendance and medical inspection. Table XII gives also the distribution of control for the departments of compulsory attendance and medical inspection. It will be seen that the prevailing practice is to give the chief executive either part or entire control and direction over the attendance department. The common practice with respect to medical inspection is to place this feature of educational oversight under the direction of the chief executive officer. Since the main purpose of medical inspection is to indicate possible means of preserving or of improving the physical well being of the children in order that they may be physically fit to take full advantage of their educational opportunity, it would seem only fair that such boards as Cleveland, which makes this department independent of the educational department, should be asked to justify such arrangement. The Cleveland Rules read:

"The chief supervisor shall have charge of and be responsible for, subject to the director of schools," (i.e., business director) "the work of the Department of Medical Inspection." [51]

There is no evident reason why medical inspection having to do with physical welfare, a matter fundamental to educational results and depending for its own efficiency upon coöperation with the educational department, should be made independent of it. If medical inspection exists for making possible better educational results, is it not a waste of money to provide any form of administrative organization which hinders the most efficient use of the money spent for teaching and supervision? A business director is not expected to possess professional knowledge of child nature and educational needs. In Cleveland the "Director of Schools" nominates to the board for appointment, medical inspectors, nurses and a "Supervisor of Lunch Rooms." [52] Is the board of education in Cleveland certain that a business director will nominate persons who are as well qualified as would a superintendent and his assistants trained in the fields of educational psychology and sociology, and teaching method? Why allow this professional skill represented in an educational staff

[51] *Op. cit.*, p. 80.
[52] Minutes, Sept. 13, 1915.

to be wasted in disuse? It is a clear-cut case of violation of the principle of giving proper authority to the superintendent as chief executive.[58]

3. Administrative Organization in Other Fields

Boards of education, loath to adopt a set of rules and regulations which centers authority and direction in administrative matters in the chief executive, which expects him to initiate new policies and which places upon him the responsibility for results, may profit by an examination of the administrative organization in the field of business or in the city manager type of commission government. They will find there the three principles of good administration referred to above actively employed. With a view to finding what provision is made for the operation of administrative principles which are applicable both to business organization and to school organization, some attention was devoted to a study of a number of business concerns of recognized success. For the same purpose the city manager type of commission government was selected for consideration. These studies were made through an examination of by-laws or rules and regulations of boards of directors, city charters, charts of administrative organization, conferences with executive officers of business concerns and correspondence.

a. Organization in Business

The following concerns, all of which were later found to have a centralized or coördinated form of administrative organization were considered:

Pennsylvania Railroad Company.
New York Telephone Company.
American Telephone and Telegraph Company.
New York Central Railroad Company.
John Wanamaker, New York Store.
Metropolitian Life Insurance Company.
R. H. Macy and Company, Department Store.
Park and Tilford Stores.

[58] It may be noted that the board in Cleveland has gone so far astray that it fails to recognize that the educational department is more important than the business department. It designates its business director as the "chief executive."

Chart III gives in some detail the administrative organization of the Pennsylvania Railroad Company. It will be seen at a glance that this eminently successful railroad has a thoroughly centralized or coördinated type of organization. Not only has this immense system such a form of organization but, according to a statement made to the writer by the secretary, it has had this form since 1853. In this system each department is centralized within itself and all departments are directly under the control of the president as chief executive. Each officer beginning with the president, it may be noted, has immediate control of those directly below him. Each vice-president has supervision over his department and through him all nominations for subordinate positions must be made. The vice-president in charge of operating, for example, has control over the general manager. The general manager in turn has immediate direction over the general superintendents. The general superintendents again exercise control over the division superintendents, the division superintendents over the train masters and they in turn over conductors and locomotive engineers. Thus we have a direct chain of control from chief executive down to conductors and engineers. To the executive officers is entrusted the direction of the men who hold in their hands the lives of the thousands who travel, without a suggestion of interference on the part of the board of directors. Such distribution of control among railroads is not peculiar to the Pennsylvania alone. This may be seen from the published chart of the operating department of the New York Central and Hudson River Railroad Company [54] (now New York Central Railroad Company). From Chart IV we may see similar facts of control and direction for the New York Telephone Company.

Possibly not many of us would care to ride on trains, the direction of whose crews was subject to whimsical interference from the board of directors or the members of which were selected by the board of directors. This would be particularly true if questions of political expediency or personal friendship helped to determine the selection. Scarcely less, possibly, would we care to have telephone service in any modern American city installed and

[54] New York Central and Hudson River Railroad Company: Organization of the Operating Department, 1908. "No copy of this Organization has been issued since the date given"—letter from the Secretary of the New York Central to the writer, April 17, 1916.

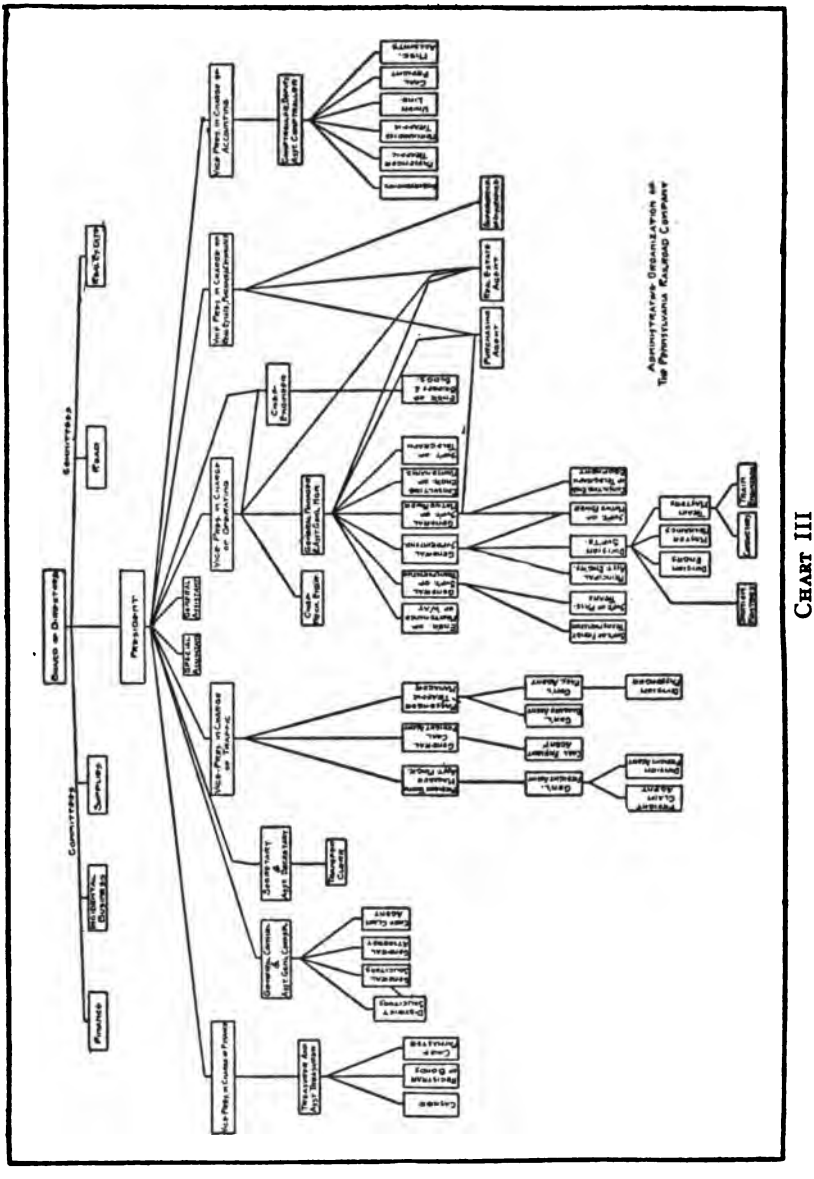

CHART III

operated by persons selected and directed by the board of directors.

However intolerable such procedure would seem in railroad or telephone management, an analogous procedure in school administration does not seem intolerable to all boards of education. Possibly it requires a matter of life and death to awaken some school board members to the seriousness of the situation. Nevertheless boards of education that choose to interfere with the chief executive's control over his assistants need to consider that they are controlling in considerable measure the destinies of thousands of children.

Let us see more in detail how our principles of administrative organization are provided, either as found in rules and regulations or otherwise. We may consider first what provisions are made for giving to the chief executive large powers in administrative matters. Does the board of directors in the concerns we have considered grant to the chief executive and his assistants a wide scope of authority in executive matters? Does it give to its professionally or technically trained leaders the freedom that permits these officers to use their skill and judgment? Does it permit them to be the judges in matters where their judgment should be most accurate, such as in the selection of subordinates and assistants?

(1) *The Authority Granted the Chief Executive and His Assistants.* We may begin with department stores. The organization of the John Wanamaker Stores may be taken as an illustration of administrative organization among such business concerns. The attitude of this firm toward its professional leaders is expressed in the following:

"The architect and executive who design and direct and yet strive to do the bricklaying will advance not far and quickly wear out. One who has the faculty for right selection of responsible subordinates needs also that wise sense of justice and appreciation which accords unstinted scope of action and generous recognition of results. The proverbial reluctance to allow those to enter the water whom we would have swim, has given short measure to many a success. A good executive finds, develops and leans upon those who can carry forward for him the increasing divisions of his single great work . . ." [55]

[55] Wanamaker, John: editorial in Business Management, p. 8, A. W. Shaw Publishing Company.

In this firm the general manager is the executive head. All departments center in him. Nominations of subordinates are made through him and must be acceptable to him.[56]

The essential organization of the New York Telephone Company may be seen in Chart IV. Control is centered in the president as chief executive officer. Nominations for subordinate positions are made through the vice-president. Officials of different grades have powers of appointment and fixing of salaries within prescribed limits. Within sub-departments appointments at salaries not over twenty-five to thirty dollars per week *need not be approved by the board of directors.* Different maxima are fixed for different grades of positions. Such liberty in the field of school administration is practically unheard of.

In the Metropolitan Life Insurance Company we find authority centralized in the president. He is not only the executive head of the company but as in case of the Pennsylvania Railroad and New York Telephone Companies he is president of the board of directors as well. The powers of the chief executive and his assistants may be judged from the following:

"It shall be the duty of the president to exercise a supervision and superintendence over all the business and affairs of the company. . . . It shall be the duty of the vice-president to consult and advise with the president, whenever requested . . . and act as secretary to the board; *to assist the president in the discharge of his duties,* whenever requested . . . and *in concurrence with the president to have general oversight* of all the business and affairs of the company. The duties of the other vice-presidents shall be such as shall be *designated by the president,* who shall keep the board advised thereof . . . The treasurer shall make regular reports as required to the president. . . . All . . . duties shall be in connection with and under the direction and supervision of the president. . . . The duties of the auditor shall be such as may be designated by the president, vice-president or treasurer. It shall be the duty of the *secretary to appoint and have charge and supervision of that part of the clerical force* of the industrial department which receives applications and prepares policies for issue . . . and to perform such other duties as may be required by the president. . . . It shall be the duty of the *comptroller* to have, *under the direction of the president and the supervision of the treasurer,* charge of the real estate belonging to the company and of the company's investments in bonds and mortgages; to have

[56] Statement made by the Assistant General Manager to the writer, June 8, 1916.

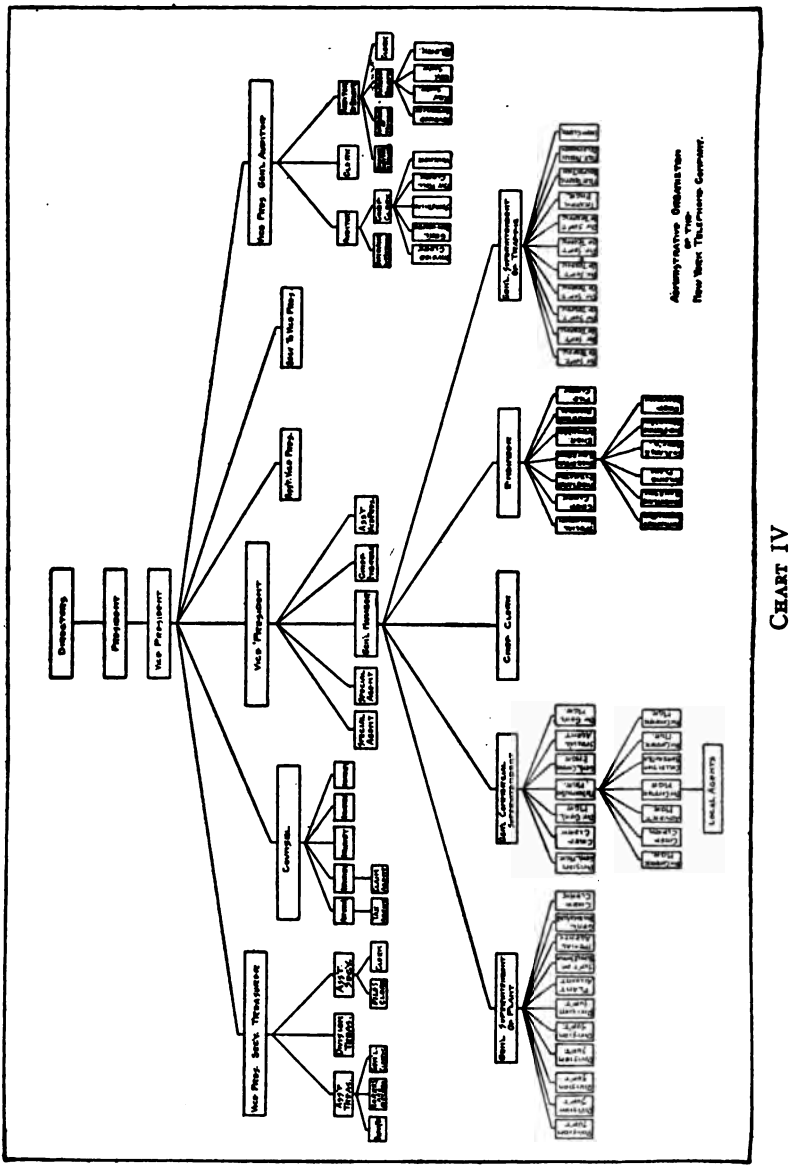

CHART IV

charge of the home office properties of the company. . . . The comptroller shall perform such other duties as may be designated by the *president or vice-president.* . . . It shall be the duty of the medical directors to examine applicants . . . when requested by an officer of the company, and to make in each case a report thereof to the officers of the company; . . . to appoint, remove, and prescribe the territories of the field medical examiners and fix their fees. . . . It shall be the duty of the assistant medical directors to assist the medical directors . . . and to perform such other duties as may be required by the medical directors or by the president . . ." [57]

We have witnessed the fact that the principle of allowing the chief executive and his assistants a wide scope of authority in executive matters is observed in the three business enterprises just considered. It is evident that the directors desire that the professional ability of its expert leaders shall be unrestricted in matters of execution. We may now turn our attention to railroads. There we find what is in some respects even greater consideration for the expert abilities of its leaders. Executive officers who are elected because of expert ability are not restricted in the use of that ability for which the directors are paying, through any lack of coördination. Only the operating department of the New York Central was considered in detail. The powers conferred upon the head of this department may be seen from the following:

"The vice-president and general manager shall have charge of the operations of the transportation, engineering, maintenance of way and equipment departments.

He shall nominate officers for the heads of his department subject to confirmation by the senior vice-president.

He may authorize additions to forces in his department and may at any time direct the discharge of any employee therein, where the interests of the Company seem to require it. . . .

He shall perform such other duties as may be assigned to him by the senior vice-president, the president or the board." [58]

"The assistant general manager (of transportation) shall, under the direction of the vice-president and general manager . . . *nominate officers and sub-officers for all positions* in his department." [59]

"The general superintendents . . . shall recommend to the assistant

[57] Metropolitan Life Insurance Company: By-Laws, 1915, Sec. 15-22.
[58] New York Central and Hudson R. R. Co.: Organization of the Operating Department, 1908, pp. 5-7.
[59] *Ibid.*, p. 12.

general manager (of transportation) the proper persons for the various offices and positions in their respective districts." [60]

The provisions made by the board of directors of the Pennsylvania are stated in a manner which leaves no doubt as to their interpretation with respect to the powers of executive officers:

"The president shall have general supervision and direction of all departments of the Company's service and be assisted in the performance of his executive duties by the vice-presidents." [61]

"All the officers named in this organization, except those otherwise provided for, (secretary, treasurer, vice-presidents), shall be appointed by the president subject to confirmation by the board, and hold office at the pleasure of the board and subject to the right of removal herein prescribed." [62]

Within departments of the Pennsylvania, e.g., the operating department:

"The vice-president in charge of operation shall have supervision of the operating and pension departments. . . .

He shall nominate to the president for appointment subject to confirmation by the board, all officers in the departments under his supervision, authorize additions to the force when necessary, and may at any time direct the discharge of any officer or employee therein, if, in his judgment, the interests of the company require it. Nominations of station agents, conductors and other employees of the operating department required to give bond . . . shall be made by the general manager to him, who, if the same have his approval, shall report them to the board. . . . *Unless disapproved by the board, such appointments shall stand confirmed. . . .* " [62*]

"The general manager shall, under the direction of the vice-president in charge of operation, have charge of the operating department.

"He shall have authority with the approval of the vice-president in charge of operation, to order through the purchasing agent, machinery tools and materials for shops, for repairing, rolling and floating equipment, machinery, and roadway and for all other purposes of his department. . . .

"He shall prepare for the approval of the vice-president in charge of operation, the president and the board, the necessary rules for the government of the operating department.

"He shall, at his discretion, or upon notice from the comptroller, of

[60] *Ibid.*, p. 14.
[61] Pennsylvania Railroad Company: By-Laws and Organization, 1913. Amended to 1916, p. 13.
[62] *Ibid.*, p. 11.
[62*] *Ibid.*, p. 13.

irregularities in, or neglect of duty in connection with accounts or the handling of the money of the company, or by order of the president or board direct the removal or suspension of any employee in his department. . . ."

"He shall nominate to the vice-president in charge of operation all subordinate officers in his department, and shall have authority to appoint all necessary employees therein." [63]

Similar authority is conferred in each of the other departments.[64]

What more conclusive evidence can boards of education ask than that presented in the case of the Pennsylvania Railroad Company? Each of the concerns to which we have referred are enterprises engaged in a business that involves millions of dollars. Efficient organization with them is a matter of financial concern. The form of administrative organization which in their experience makes for the highest efficiency is that which is centralized or coördinated. It is that in which expert guidance is placed at a premium.

We have stated as a second principle held by students of administration that responsibility for results should be centered on the chief executive. It is but the counterpart of centralized authority. It is possible by centralizing authority to fix responsibility for results. Through the medium of reports on the business transacted or the work accomplished it is possible to learn just what results have been achieved or why others have not been achieved.

(2) *Holding Executive Officers Responsible, Requiring Reports.* How is provision made for this second administrative principle in the field of business? Unfortunately precise data on the kind of reports required by directors of department stores were not collected. However, the responsibility placed upon executive officers in such business firms is quite generally known. With a centralized organization such as these concerns have and under the keen force of competition, a board of directors that did not adequately hold its chief executive responsible for results would probably not long survive. In the New York Telephone

[63] Pennsylvania Railroad Co.: By-Laws and Organization, 1913, amend. to 1916, pp. 47-8.
[64] *Ibid.*

Company the policy of the board of directors is to demand results. The president must submit at each meeting his report of earnings and expenses, a cash statement, auditors' vouchers, estimates, "completion" reports showing the progress of new constructions, increases and decreases in pay rolls, expansions of the system and station reports. These reports are by departments and for each line of expense. The figures must be presented in such a way as to reveal growth or decline of the business in comparative terms so that certain parts of the system may be set over against other parts.[65] Thus it is seen in this company that while a wide scope of authority is given to executives in administrative matters and in proposing new policies, the board of directors, through the medium of reports, knows whether it is getting results and exercises ultimate control.

In the Metropolitan Life Insurance Company, the president must

". . . report in writing at each regular meeting the condition, standing and affairs of the company. . . ." [66]

"It shall be the duty of the actuary to keep a strict account of all risks taken by the company, and of the registry and cancellations of the policies of the company; to examine statistics and tables, and to make all the necessary mathematical and actuarial calculations relating to premium rates, dividends, reserves and surrender values, forming the basis on which the company shall take, cancel or exchange risks, grant or purchase annuities . . . and to report at the meeting of the board . . . the condition of the affairs of the company, predicated upon an actuarial valuation of the obligations of the company and of all its assets, contingent and in possession." [67]

Responsibility is fixed as to the operating department of the New York Central. In addition to the report of the vice-president and general manager previously indicated, such reports as these are required:

"The vice-president and general manager shall . . . make reports at such times and in such form as may, in his judgment, be necessary to *exhibit the efficiency of the department.*" [68]

"The assistant general manager . . . shall be aided by . . . a superin-

[65] Statements of the president and of the secretary to the president to the writer, June 8, 1916.
[66] *Op. cit.*, Sec. 15.
[67] *Op. cit.*, Sec. 20.
[68] New York Central and Hudson R. R. Co.: Organization of the Operating Department, 1908, p. 5.

tendent of passenger transportation . . ." (who) "shall be responsible for knowing that traffic is handled promptly and without unnecessary delay." [69]

"The general superintendent . . . shall be responsible for the safe and economical movement of passenger and freight traffic and for the maintenance of service at its proper standard of efficiency." [70]

In addition to the president's monthly report on finance the board of directors of the Pennsylvania specifically requires reports from heads of departments and their assistants. It expects them to be familiar with the details of the company's business.

"The vice-president in charge of finance shall keep himself generally informed of receipts and disbursements of the treasury, and shall have general supervision of financial matters of the lines owned and controlled by the company, and from time to time shall make such report to the president in relation thereto as may be necessary. . . ." [71]

"The treasurer, under the direction of the vice-president in charge of finance, shall keep the vice-president in charge of finance, the president, and the board fully advised on all matters connected therewith. He shall annually furnish the president with a complete statement of his accounts for the preceding fiscal year, and at such other times as the vice-president in charge of finance, the president, the finance committee or the board may direct. The treasurer shall furnish to the comptroller a daily statement of all his receipts and expenditures. . . . He shall report to the finance committee, at each of its stated meetings, for the information of the president and the board, the receipts and disbursements since his last report and the balance to the company's credit." [72]

"The comptroller shall furnish annually and currently, to the executive officers for their information, and that of the board of directors, *such statements of accounts and statistics* relating to the business transactions and affairs of the company *as will enable them to be properly informed* thereof." [73]

In the operating department of the Pennsylvania the general manager is required to report as follows:

"The general manager shall keep the vice-president in charge of operation, the president, and the board *fully advised of all occurrences and transactions of importance* connected with his department." [74]

Responsibility is indicated in no uncertain terms:

"The division superintendents shall be responsible to their respective general superintendents for the maintenance of the track, bridges and

[69] *Ibid.*, 14.
[70] *Ibid.*, p. 15.
[71] *Ibid.*, p. 16.
[72] *Ibid.*, p. 22.
[73] *Ibid.*, pp. 29-30.
[74] *Ibid.*, p. 47.

buildings; the safe, prompt and economical movement of trains, and the proper transaction of business thereon. They shall be responsible for all expenses incurred in connection with the operation of their respective divisions. . . ." [75]

In the purchasing department:

"The purchasing agent shall furnish the supplies committee such information and reports as they may require. He shall keep himself informed in regard to the amount and condition of materials on hand at all storage points, and keep in his office a complete record of all materials and supplies purchased, the amount on hand at the end of each month and the location of the same. . . ." [76]

In the general regulations under the heading "appointments" the Pennsylvanian directors make the following provision for holding heads of departments responsible:

"The appointment of all employees not herein provided for, and the definition of their powers and duties shall be vested in the heads of departments *who are responsible to the board for the faithful performance of duty by all the employees in their respective departments.*" [77]

Annual reports are required of heads of departments as follows:

"The head of each department shall make to the president, for the information of the board, a complete annual report of the affairs under his charge during the year, and shall report to the president or the board from time to time all matters of importance or interest." [78]

From these quotations it is clear that the directors of the Pennsylvania expect results and they know whom to hold responsible. Through the medium of adequate reports they are able to exercise control over their executives. They adopt a policy of "hands off" in administrative matters but demand that executive officers keep them informed on matters of importance.

We may turn now to a consideration of our third principle of administrative relationship. This asserts that genuine professional leadership requires that the chief executive and his assistants through him be given the power to initiate legislation.

[75] *Ibid.*, p. 59.
[76] *Ibid.*, pp. 61-2.
[77] *Ibid.*, p. 91.
[78] *Ibid.*, p. 92.

It maintains that unless the board looks to its expert executives to recommend improvements or new lines of development it is not making wise or efficient use of professoinal leadership. Our interest at this point is to discover what provision these successful business organizations make for capitalizing expert advice in the development of new policies or in the improvement of present policies.

(3) *The Initiative in Matters of Policy Among Business Concerns.* The position of the Wanamaker Company on this question is expressed in the quotation previously cited. Not only does this firm look for initiative from its executives, but it is the policy of the business to encourage initiative throughout the system.[79]

In the New York Telephone Company new policies are proposed by the president. Meritorious suggestions for improvement made by assistants and subordinates are transmitted to executive officers.[80]

The Metropolitan Life Insurance Company is possibly less pronounced in its attitude toward this question than either of the other business concerns here considered. Recommendations are made through committees. They "shall make such recommendations from time to time as they deem proper." However, these committees are appointed by the president of the company and he is an ex-officio member of all except the auditing committee.[81] In addition he is required to report in writing at each regular meeting of the board,[82] presumably with suggestions for improvement.

In the New York Central the initiative given executive officers in such matters as the budget may be seen from the rules of the operating department:

"The vice-president and general manager . . . shall prepare and submit . . . each year a budget showing the requirements of the property and equipment for the suceeding year." [83]

[79] Statement by assistant general manager to the writer June 8, 1916.
[80] Statement by the secretary to the president made to the writer June 8, 1916.
[81] *Op. cit.*, Sec. 6.
[82] *Op. cit.*, Sec. 15.
[83] New York Central and Hudson R. R. Co.: Organization of the Operating Department, 1908, p. 6.

"The vice-president and general manager . . . shall be responsible for the economical and efficient management of the departments under his jurisdiction, and shall report, as may be required, upon the condition of the property and *make such recommendations as he may deem necessary to promote the best interests of the company.*" [84]

"The assistant general manager (of transportation) shall make such recommendations to the vice-president and general manager in regard to additional facilities as he may deem advisable to improve the movement of traffic." [85]

For the Pennsylvania we find these provisions:

"The president shall present to the board at the earliest practicable date a report showing the receipts and expenses of the company and of leased or auxiliary lines for each month, *accompanied by such suggestions for improvements and additions to the road and property as he may deem necessary.*" [86]

The board of directors expect members of the executive staff to procure the information that shall indicate the direction of policies of improvement.

"The assistant to the general manager shall, under the direction of the general manager, investigate the advisability of expenditures for new or improved facilities, and make such other investigations as may be deemed necessary." [87]

"The general superintendent of transportation shall, under the direction of the general manager, . . . make recommendations . . . to the general manager in regard to such additional facilities as may be required to improve the movement of the traffic. . . ." [88]

"The general superintendent of motive power shall, under the direction of the general manager, make such suggestions to the respective general superintendents as he may deem necessary for the efficiency and economy of the service." [89]

"The engineer of maintenance of way shall, with the approval of the chief engineer of maintenance of way, make such suggestions to the general superintendents as may promote the efficiency and economy of the service." [90]

Thus it may be seen that the board of directors of these concerns definitely look toward the experts they employ to take the

[84] *Op. cit.*, p. 5.
[85] *Ibid.*, p. 12.
[86] Pennsylvania Railroad Co.: By-Laws and Organization, 1913. Amend. to 1916, p. 8, Sec. VIII—4.
[87] *Ibid.*, p. 48.
[88] *Ibid.*, pp. 48-9.
[89] *Ibid.*, p. 51.
[90] *Ibid.*, p. 52.

initiative in recommending changes or new lines of development. It indicates a deference to professional leadership. Leadership is not only considered as possible from executive officers but demanded of them. In every instance the rules of the Pennsylvania and the New York Central use the term "shall" and not "may."

b. Organization Under the City-Manager Type of Commission Government

We have yet to consider the field of city government. The city-manager plan of commission government is a direct outgrowth of the older commission form of government. Its development has been rapid,[91] possibly due to its ability to get results. The Commission form in which a small body of officials, usually four or five, each in charge of one department of city administration, is a development beyond the council type of organization. It centers authority and responsibility for the administration of a department upon one man. It does not, however, centralize or coördinate all departments under one head, nor is the administration of each department considered as a strictly professional undertaking.

The city-manager plan follows the three principles of administration which we witnessed in operation among business enterprises. It provides for a centralized administrative organization by coördinating all departments under a single head. The commissioners as individuals retire from active administration of departments. Authority is placed in the hands of the city-manager and he is held responsible for results.

Chart V of Dayton, Ohio, represents the form of organization under this type of city government. Controlling and directing authority are centered in the chief executive—the city-manager, who is selected for his position because of his administrative ability. The position of chief executive is recognized, just as it is in the field of business, as one demanding expert leadership. Provision is made that he shall not be hampered by lack of authority so that his special skill for which the city pays cannot

[91] The International Year Book for 1915 reports seventy-four cities that had adopted and two that had abandoned some form of city-manager plan up to Nov., 1915.

be utilized. It is in accord with the form of organization found in the Minneapolis and Denver school systems and in contradistinction to that provided by most boards of education. The authority granted the chief executive in this form of city government may be seen by reference to sections of the Dayton charter prescribing his powers and duties:

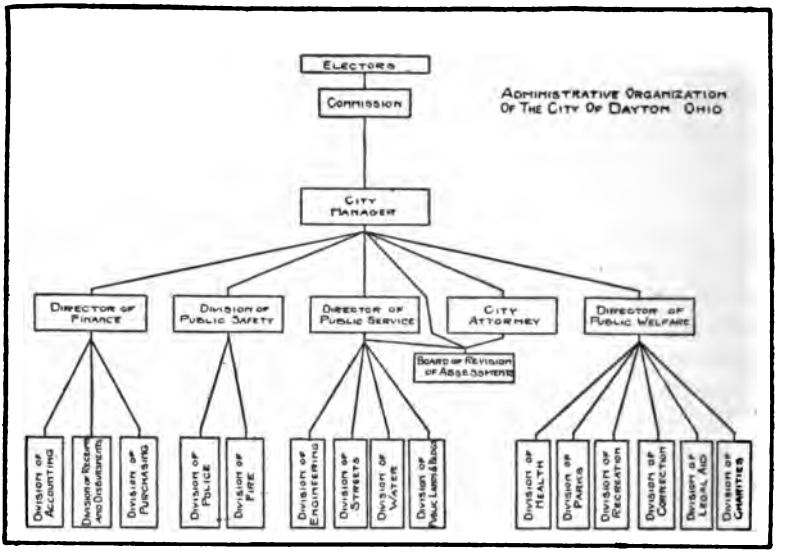

CHART V

"The Commission shall appoint a *city-manager who shall be the administrative head of the municipal government* . . . "

Powers and duties of the city-manager. . . .

"To see that the laws and ordinances are enforced. To appoint and, except as herein provided, remove all directors of departments and all subordinate officers and employees in the departments. . . . To *exercise control over all departments and divisions* created herein or that may be hereafter created by the commission." [92]

"The city-manager may without notice cause the affairs of any department or the conduct of any officer or employee to be examined. . . . " [93]

The provisions of the charter observing our second principle, whereby the chief executive and his assistants are to be held responsible for results, are definite and pointed. Accompanying the

[92] Dayton, Ohio: "Proposed Charter" adopted Aug. 12, 1913. Sec. 47-48.
[93] *Ibid.*, Sec. 50.

grants of authority indicated above are provisions definitely centering responsibility and requiring that adequate statistical reports shall be made showing past achievements and the present status of the city's business. Moreover, the chief executive is controlled through a detailed budget. The . . . "city-manager . . . shall be responsible for the efficient administration of all departments." [94] It is his duty: "To keep the commission fully advised as to the financial condition and needs of the city. . . ." [95]

In the department of finance such accounting and reports as follows are required:

"The city accountant shall install and have supervision over the accounts of all departments and offices of the city . . . (He) shall require daily departmental reports of money receipts and the disposition thereof, and shall require of each, in such form as may be prescribed, current financial and operating statements exhibiting each transaction and the cost thereof. . . . Accounting procedure shall be devised and maintained for the city adequate to record in detail all transactions affecting the acquisition, custodianship, and disposition of values, including cash receipts and disbursements; and the recorded *facts shall be presented* periodically *to officials* and *to the public in such summaries* and *analytical schedules* in detailed support thereof *as shall be necessary to show the full effect of such transactions* for each fiscal year *upon the finances* of the city and *in relation to each department* of the city government, including distinct summaries and schedules for each public utility owned and operated." [96]

This specific provision requiring that data be presented in such form "as shall be necessary to show the full effect of such transactions" is one which boards of education need to consider. The reports referred to in Chapter I are evidence that many boards of education are not securing data in such forms as required in this form of city government. The rules of boards moreover are evidence of the fact that they are not requiring such data.

Does the form of administrative organization under this plan of city government provide for our third principle that the initiative shall come through the chief executive? The city-manager is given the initiative in the matter of the budget. This is perhaps the most important of all matters in which he could ask to be given the initiative. Through it he must propose his policies,

[94] *Ibid.*, Sec. 47.
[95] *Ibid.*, Sec. 48.
[96] *Ibid.*, Sec. 77, 78.

and through it he sets forth his program of public service or improvement. Public service depends first of all upon money. The budget thus becomes not only the means through which the chief executive initiates policies but it becomes the effective means by which the commission exercises its control over him.

The provisions of the Dayton charter in this matter may be noted:

" . . . the city-manager shall submit to the commission an estimate of the expenditures and revenues of the city departments for the ensuing year. This estimate shall be compiled from detailed information obtained from the several departments. . . . The classification of the estimate of expenditures . . . shall give . . . the following information:

A detailed estimate of the expense of conducting each department as submitted by the department.

Expenditures for corresponding items for the last two fiscal years.

Expenditures for corresponding items for the current fiscal year, including adjustments due to transfers between appropriations plus an estimate of expenditure necessary to complete the current fiscal year.

Amount of supplies and materials on hand at the date of the preparation of the invoice.

Increase or decrease of requests compared with the corresponding appropriations for the current year.

Such other information as is required by the commission or *that the city-manager may deem advisable to submit.*

The *recommendation of the city-manager as to the amounts to be appropriated with reasons therefor* in such *detail as the commission may direct.*

Sufficient copies of such estimate shall be prepared and submitted, that there may be copies on file in the office of the commission for inspection by the public." [97]

In addition to the initiative given the city-manager with respect to the budget he is given the power and it becomes his duty:

" . . . To recommend to the commission for adoption such measures as he may deem necessary or expedient." [98]

It is plainly evident that administration in this field as represented by Dayton observes the three fundamental administrative priniciples which were also observed in the field of business. As in the field of business the form of organization is a thoroughly centralized or coördinated type.

[97] *Ibid.*, Sec. 156.
[98] *Ibid.*, Sec. 48.

4. Summary

From conditions which may exist and which do exist in the administration of some city school systems we have seen that there is need of considering administrative organization. Since the community pays for professional leadership in the person of the superintendent, it has a right to expect that he will be given opportunity to assume that leadership. The rules of the board in many cities, however, make it unlikely that his professional ability will be utilized. The problem is to provide a form of organization which will permit of educational leadership.

We found two distinct types of administrative organization: (1) Centralized or coördinated. The organization of Minneapolis is an illustration of this type. It is one in which the heads of all departments are subordinate to the superintendent as chief executive. He has control over them and directs them in their duties. (2) Divided or uncoördinated. This form of organization is illustrated by that of Boston. In this form of organization the superintendent is only one of several heads. He has no essential control over any but the instructional department. Between these two types is a group of cities whose organization is centralized in certain respects and divided or decentralized in others. The superintendent may control some other important executive officers, but not all, or he may control a number of them with respect to certain important duties. The reasons for the existence of a decentralized organization is to be found in (a) the failure of superintendents to demand that their professional prerogatives be recognized, and (b) the failure of boards to recognize the professional aspects of educational leadership.

With a view to discovering what lessons are to be found in the fields of business and city government we have examined administrative organization there. In the field of business and in the city-manager form of commission government we found the centralized type of organization. We found that each of these observes three fundamental principles of administration which permits of expert executive leadership. (1) A wide scope of authority is given to the chief executive in the control of other executives and in the direction of their duties. (2) As a counterpart to authority, responsibility for results is centered in the chief

executive. The board of control retires from active administration but retains ultimate control through the budget and through reports that must be made showing the achievements, the business or financial status of the system. (3) In matters of policy the board of control demands that the chief executive and his assistants shall take the initiative. Expert leadership is purchased and utilized.

We are taught then that the form of administration which makes for efficiency in these fields is one that is centralized or coördinated. It is one in which professional leadership is recognized and in which executive functions are assigned to experts. It is one in which the board of control demands results and in which it assumes that its own function is to provide the legislation necessary to permit the achievement of those possibilities which are indicated by its leaders.

CHAPTER III

AUTHORITY GIVEN THE CHIEF EXECUTIVE

THE purpose of this chapter is to consider more in detail the position occupied by the superintendent with reference to matters of instruction and certain matters of business and finance. We are interested to discover to what extent the professional aspects of his position are recognized in certain specific phases of city school administration. In the instructional department we are interested to discover what control is given the chief executive with respect to the teaching staff. In the business department we shall endeavor to point out the extent of the authority and control given him over building construction and expenditures. To what extent do boards of education consider him as their professional leader and how do they hold him responsible for results?

1. MATTERS OF INSTRUCTION

a. Control of the Teaching Force

The teaching force will be considered from the viewpoint that the superintendent as chief executive officer should be given wide powers with respect to the selection of the teaching staff, that he should take the initiative in its selection and that the board should require of him that he render the community the best services of which he is capable in making such selection. This is in keeping with the principles observed in the previous chapter in the field of business. This means (1) that the superintendent shall be given authority to select teachers from whatever source he can procure those most competent to render professional service, and that he be at liberty to place teachers where in his judgment they can be of most service; (2) that provisions shall be made as may be necessary to stimulate professional growth in teachers; (3) that he be required to use every available means of increasing the efficiency of teachers before recommend-

ing their dismissal; and (4) that dismissal provisions shall not be so difficult as to hinder the successful operation of the system.

(1) *Appointment of teachers.* We will consider in this section the authority conferred upon the superintendent by rule with respect to the appointment of teachers, adding such evidence as found in recorded proceedings or in visiting. As previously stated the rules are to be considered as a form of contract between the superintendent and the board. The rules prescribe the extent of the authority which he may claim. A board that has come to recognize the professional nature of the task of selecting teachers will not only be willing but *demand* as its part of the contract that the superintendent render the community the professional service of which he is capable. It is in line with what we witnessed in the field of business. Perhaps the most intensive study of this subject is that of Dr. Ballou.[1]

Ballou classifies the provisions found in seventy cities under nine different methods with the number of cities in which each method is used as indicated here.

"CLASS C

Type 1.	The board makes the appointment	1
Type 2.	A committee of the board takes the initial step (nominates or recommends or takes some similar action) and the board makes the appointment	3
Type 3.	A committee of the board makes the appointment, subject to approval by the board	1

CLASS B

Type 4.	The superintendent takes the initial step, and the board makes the appointment	12
Type 5.	The superintendent takes the initial step, a committee of the board approves (includes nominates, recommends, examines into, reports on and all similar action taken by a committee) the action, and the board makes the appointment	38
Type 6.	The superintendent takes the initial step, a committee of the board makes the appointment, subject to approval by the board	6

CLASS A

Type 7.	The superintendent makes the appointment and the board approves it	2

[1] The Appointment of Teachers in Cities, 1915.

Type 8. The superintendent makes the appointment, a committee of the board approves it, and the board confirms it..... 5

Type 9. The superintendent makes the appointment, subject only to rejection by the board..... 2

Table XIII gives the results from the cities of the present study. We have attempted to arrange the provisions somewhat with reference to the degree of authority given the superintendent.[2]

TABLE XIII[3]

APPOINTMENT OF TEACHERS

	Rules	Min.
Superintendent appoints and the board may disapprove: 20, 61	2	
Superintendent appoints and the board approves: 3, 4, 11, 57, 62, 91	6	
3, 19, 25, 41, 57		5
Superintendent must approve the appointment: 30, 42, 45, 48, 58-9, 60, 76, 79	9	
Superintendent recommends[4] and the board appoints: 9, 14, 16, 18-9, 23-4, 46, 52, 63, 65, 69, 72-3, 86, 90, 92-3, 95, 98, 100	21	
7, 12, 14, 23, 27, 32, 34, 38, 45		9
Superintendent recommends to a committee and the committee appoints: 67	1	
Superintendent recommends to a committee and the committee recommends to the board: 1, 5[5]-8, 12-3, 17, 25-6, 28-9, 31-5, 37-9, 41, 44, 47, 49, 53, 55-6, 66, 77-8, 82-3, 89, 94, 97, 99	36	
2, 4, 11, 16, 20, 22, 30-1, 35, 37, 49, 55-6, 59		14
Committee recommends: 2, 10, 15, 21-2, 36, 50, 71, 74-5, 81, 84-5, 87-8	15	
5, 6, 8, 9, 13, 15, 39, 47, 54, 58		10
Board appoints: 40, 80	2	
10, 28-9, 43		4
Not definitely specified: 27, 43, 51, 54, 64, 68, 70, 96	8	

[2] Difference in provisions found for the same cities by the two studies are due to several causes. Some changes in rules have occurred. For the reason that Dr. Ballou has not in every instance indicated the precise year's rules used it is not possible to determine in every case where changes have been made. Other changes may be due to differences in interpretation and still others to the fact that we are not considering deviations in practice from the actual rules.

[3] Upper rows of figures refer to cities of Table I, lower to Table II.

[4] Recommends or nominates.

[5] Board of superintendents in New York nominates.

The number of cities in which it is not considered essential that the superintendent take the initiative or participate in the appointment is even greater in proportion to the number of cities than found by Dr. Ballou. From the facts of the two studies it is evident that a considerable number of boards have yet to recognize the professional nature of the task of selecting teachers. On the other hand there are boards which value professional judgment in this matter. In Indianapolis it requires a four-fifths vote to reject the superintendent's appointment, and in New Haven a vote of five out of seven. In six others the board approves his appointments and in nine other cities the superintendent must approve the appointment. Freeport, N. Y., requires a unanimous vote to elect a teacher not approved by the superintendent.

The superintendent has the initiative in nominating or recommending in fifty-eight additional cities. In thirty-six of these his recommendation must pass through the intermediate stage of a committee or be upon the advice or in consultation with a committee. However, we must bear in mind that although the superintendent is given authority to nominate or recommend, the rules do not specify that the committee or members of the board may not propose alternative recommendations. That members of the board do sometimes propose alternatives may be seen from the incident cited previously which occurred in Burlington, Vt. The method adopted by the board in this case was in direct contrast to a statement of the superintendent reported by Ballou.[6] Apparently the superintendent found when the real test came that the board, and not he, made the appointment, not with, but contrary to his recommendations.

Confronted by an obstinate chairman of the committee on teachers or a few self-assertive board members who may possibly have been teachers at one time or who have political debts to pay, what authority may the superintendent claim under such provisions as the following:

"Each sub-committee on visitation shall have power to nominate teachers for its respective schools." [7]

"It shall be the duty of the committee on teachers to recommend to the board the election or dismissal of teachers. . . . " [8]

[6] *Op. cit.*, p. 15.
[7] Fall River Rules, 1909, p. 13.
[8] Cedar Rapids, Ia., Rules, 1914, p. 5.

"The committee on teachers shall examine all applications and credentials of those seeking employment. . . . Applicants shall have the right . . . to appear personally before the board or any committee thereof." [9]

Those cities in which he must submit his recommendations to a committee are difficult to classify. Committee action may be perfunctory as observed in some cities visited or it may not. However, provisions which permit committee intervention offer dangerous opportunities for nullifying professional leadership. Desired results may be made impossible of achievement because a committee brings about the election of teachers of less ability and training than those recommended by the superintendent. It is difficult to find a justification for committee participation in the appointment of teachers except in cases which involve the commitment of the board to a change of policy. It is quite possible that the participation of a committee in the appointment in some cities has to do with increasing the number of teachers employed. In such event the committee may consider the superintendent's recommendations and advise with him on the wisdom of making additions. If committee action is such that it attempts to pass upon the qualifications of teachers or if the board itself attempts to judge professional fitness, it is an attempt to substitute lay judgment where the board is already paying for professional judgment. We have seen that among established business concerns such procedure is not tolerated. That this type of procedure is expected to occur in some school systems may be seen from the rules of such cities as Fort Worth, Houston,[10] Lockport, N. Y., and Nashville.

"The committee on teachers . . . shall as often as possible visit the school rooms and make themselves acquainted with the methods of teaching, discipline and general management of every teacher." [11]

"It shall be the duty of the committee on teachers, . . . to inspect and consider the applications, credentials and other evidences of the qualifications of applicants. . . . " [12]

"The board of education shall hold an oral interview with applicants. . . . '" [13]

[9] Houston By-Laws, 1914, pp. 270, 281.
[10] *Op. cit.*
[11] Fort Worth, Rules, 1913, Art. I.
[12] Lockport, N. Y., Rules, 1910, p. 7.
[13] Nashville, Rules, 1911, p. 27.

Such procedure differs materially from that made by Brockton, Mass., Sioux City, Ia., and Oakland, Cal.

"Each candidate receiving 50 per cent or over at the local examination shall be and those receiving less may be, at the option of the board, visited at their own schools first by one of the district principals, second by the superintendent, and third by a second district principal, in case the opinion of the first principal and the superintendent disagree,—or by two district principals in case the superintendent does not visit the teacher." [14]

"The superintendent . . . shall examine the record of all applicants, . . . he shall when the teachers committee so directs inspect the actual class room work of the applicant." [15]

"It is hereby made the duty of the . . . superintendent . . . to seek out and request teachers of exceptional ability to make applications. . . . It is made the duty of the . . . superintendent . . . to gather full and complete information so far as possible, in reference to each and every applicant." [16]

At least two of our cities, Providence and Pawtucket, R. I., give preference in the appointment of teachers to resident candidates:

" . . . due preference shall be given to eligible applicants who are at the same time *bona fide* inhabitants of the city of Providence." [17]

" . . . preference shall be given to resident applicants." [18]

Such provisions are a direct handicap to the chief executive. Results are expected of him and yet a premium is placed upon local candidates with lower qualifications. Residence rather than ability is prized. Providence is one of the cities in which the superintendent must approve all appointments. Under such circumstances a superintendent may be confronted with approving mediocrity or losing active support of a group of citizens who are encouraged by the rules to foster selfish interests. In either case it is quite probable that the professional skill of the superintendent will not yield the community a maximum return.

At least thirty of the cities, whose rules were examined, handicap the superintendent still further by discriminating against married women. Marriage is automatically made a crime de-

[14] Brockton, Rules, 1915, Art. VIII.
[15] Sioux City, Rules, 1912, p. 6.
[16] Oakland, Rules, 1910, Art. VIII.
[17] By-Laws, 1914, Art. VII.
[18] Rules, 1914, Chap. III.

barring from further service as a teacher. While intended to debar those who may have a tendency to neglect school duties it prevents the superintendent from selecting or retaining married women of ability and experience who are in a position to render efficient service. It thus interferes with his professional initiative and attempts to interfere by general rule in a matter that should be left to his judgment in each individual case.

TABLE XIV[19]

REMOVAL FOR MARRIAGE

	Total
Cities: 3, 4, 8, 13, 23, 26-7, 29, 31, 33, 35-7, 39, 42, 44, 46, 51, 53, 58-60, 67, 72, 76, 80, 83, 85-6, 88	30

We observe from the data given that no small number of boards are confronted with the problem of how to secure a maximum of professional guidance in the selection of teachers. Doubtless the same causes which account for absence of centralized administrative organization are operative here. These are probably augmented by the mistaken idea on the part of some board members that the schools exist to afford positions for relatives and friends either personal or political rather than for the State function of developing future citizens. Restrictions as to the field from which superintendents may draw are additional causes. The failure of superintendents to demand wider authority may be due to a reluctance to assume the responsibility and to a desire to avoid the prejudices which may arise when such conceptions of the school's function are prevalent. Such reluctance is probably increased and such conceptions are probably fostered by the fact that many teachers do not yet recognize the professional nature of the teacher's position. They seek the position rather than attempt to demonstrate such fitness that the position shall seek them.

(2) *Assignments and Transfer of Teachers.* Another aspect of control over the teaching force is that which comes through the authority given to assign or transfer. Unless such power be given to the chief executive he is not at liberty to distribute his forces as his best professional judgment would demand.

[19] Numbers refer to cities of Table I.

Teachers not placed where all of their professional ability and training can be called into service may scarcely be said to be working at their maximum of efficiency.

Table XV indicates the authority specifically granted the superintendent in the one hundred cities of Table I. In only slightly more than one half of the cases does he have the power to assign or transfer teachers as the situation in his professional judgment demands.

TABLE XV[20]

ASSIGNMENT OR TRANSFER OF TEACHERS

	Rules	Min.
Superintendent, with or without board approval: 3, 8, 14, 16-7, 19, 20, 23-7, 29, 30, 32-3, 35-9, 43-4, 46, 48, 51, 54, 58-60, 64, 67, 69-70, 76, 79, 91-2, 97	39	
20, 34-5, 57		4
Superintendent, with approval of a committee of the board: 4, 6, 7, 11-13, 42, 49, 57, 66, 74, 83, 87-8, 96	15	
3, 9, 52		3
Superintendent recommends: 1, 5, 41, 45, 47, 50, 53, 68, 77, 100	10	
2, 4, 33, 55, 59		5
Committee of the board assign or recommend: 2, 28, 71, 78, 81, 89	6	
5, 8, 10, 13, 56, 58		6
Board assigns: 34, 40, 62, 75, 82, 93-5, 98	9	
30		1
Not definitely specified: 9, 10, 15, 18, 21-2, 31, 52, 55-6, 61, 63, 65, 72-3, 80, 84-6, 90, 99	21	

An intervening committee of the board is again evident. In at least twenty-eight cities the rules authorize a committee to participate. In fifteen the committee approves the assignments or transfers made by the superintendent. The superintendent's recommendations are considered by a committee in seven of the ten cases. In fifteen additional cities the board or a committee alone are specifically mentioned in connection with the assignment or transfer of teachers. In the remaining twenty-one cases we are left in doubt as far as any specific rule is to be found. When the minutes are read we find little difference in the methods of making assignments and transfers.

[20] Upper rows of figures refer to cities in Table I, lower to Table II.

(3) *Other Aspects of Control of Teachers.* In a study such as this it would be desirable to have data showing the distribution of control with respect to salary increases and promotion, requirements for improving teachers in service, records of supervision, and provisions for removal of teachers for each city. If boards are to follow a policy which gives the chief executive extensive powers they may expect that he shall exercise such authority judiciously. If the superintendent be given the authority to select capable teachers, and if he be given authority to place such teachers where they are most apt to render efficient service, the board of education, if it pays adequate salaries, has a right to expect results. As a part of good business policy it would appear that if the superintendent selects the teachers provisions should be made which require him to exercise his best professional judgment. If removals can be made, as in a number of cities, "at any time for want of success," the superintendent may be neither cautious to select the most capable teachers nor careful to train them adequately when selected. Unless he is given some control over salary increases or promotions he may not be able to secure a wholesome response on the part of teachers to his efforts for their improvement. However, to compile the necessary data would require a greater amount of time than is available for the present study. We shall present only what appear to be some of the most significant facts found with reference to certain of these matters.

(a) Improvement of Teachers in Service. That boards are not requiring superintendents to utilize every opportunity to improve teachers in service, and that they are not offering incentives to such improvement, seems to be evident from the provisions which bear upon this point. From the fact that we find some provisions in more than 90 per cent of the cities, we have evidence that boards do require that some efforts be made to increase the efficiency of the staff. Personal conference and criticism of instruction, teachers' meetings, and observing other teachers are most commonly found. Other provisions found are: demonstration teaching by superintendents, supervisors, principals, or teachers; testing the progress of pupils; professional reading; training classes taught by supervisors; lesson plans; course of study; educational lectures; teachers' associations; institutes; in-

spection; bulletins; outlines; exhibits and programs. Leaves of absence for study on half-pay, as Rochester and Newton provide, or salary increases for approved summer school attendance as Framingham, Mass., Wichita, Moline, Ill., and Rochester grant, are rare. Newton makes the following provision:

"Any teacher who has served continuously in the Newton schools for a period of not less than seven years may on recommendation of the superintendent be granted leave of absence not exceeding one year. During such absence the teacher shall . . . receive a monthly salary equal to one-half of his or her monthly salary of the preceding year." [21]

Rochester has this provision:

"Any teacher or principal who shall have served the city of Rochester for seven years, may, on recommendation of the superintendent and with the approval of the board of education, be granted leave of absence for study or travel. . . . Salary during such leave shall be one-half the applicant's regular salary, but in no event shall it exceed one thousand dollars."

The results of such study or travel must be satisfactory to the superintendent.[22] Upon his recommendation and the approval of the board, salary increases for summer school courses are granted as follows:

" . . . for the single year following such work the sum of $50 shall be added to the salary of any teacher, principal or supervisor who pursues courses in institutions outside of the city of Rochester. . . . "

For courses pursued within the city tuition to a maximum of $25 is paid.[23] Wichita adds $5 per month to the salary of a teacher for approved summer school courses taken.[24] Framingham, Mass., is another city among those whose minutes were received, which adds $50 to the salary paid if the summer school work is approved by the superintendent.[25] Such incentives to improve the quality of the service rendered by teachers as we find in the cities just noted have not been utilized by most boards. Their worth in overcoming an attitude of indifference to growth, among teachers whose tenure may be relatively permanent and who may have been capable teachers when first appointed, has yet to be recognized by most boards of education.

[21] Rules, 1911, p. 10.
[22] Rules, 1915, Art. XV.
[23] *Ibid.*, Art. XVI.
[24] Minutes, Oct. 4, 1915.
[25] Minutes, Dec. 6, 1915.

Not all boards give the superintendent the authority with reference to salary increases that will stimulate teachers to render the highest quality of service. Columbus,[26] Joplin, Mo.,[27] Lincoln,[28] Minneapolis,[29] Seattle,[30] and Topeka [31] are among those which provide for increases conditioned upon *exceptional* merit. Minneapolis has this provision:

"Recommendations for increases beyond the regular maximum are entirely individual, are based upon and adjusted to the recognized superior value to the schools of the service of the teacher concerned." [32]

Joliet,[33] Lincoln,[34] Moline,[35] St. Joseph,[36] and Topeka [37] provide additional salary increments for approved study and travel.

(b) Records of Supervision. One means a board may employ to assure itself that the superintendent is attempting to give the community the best of his services is the records of supervision which it requires him to present. It may require him to demonstrate the results of such supervision through the records kept and reports made. However, the opportunity to exercise this means of control over the chief executive and his supervisory staff of assistants has as yet been little realized by boards. This is indicated from Table III. In some cases superintendents report such meaningless matters as "the number of visits" by supervisors. Rarely do they report the achievements of supervisors, teachers, or pupils.[38] In few instances do the rules specify reports which might be interpreted as requiring records of supervision, or reports upon the achievements of supervisors, principals, teachers or pupils.

(c) Removal of Teachers. Teachers may be removed at any time for want of success in a number of cities. Some discharge on two weeks' or thirty days' notice, others are found where contract terms must be observed. Still others are found where teachers can be removed for cause only. In at least seventeen cities, teachers may be removed at pleasure of the board, in five more, upon two weeks' notice, and in six upon thirty days' notice,

[26] Rules, 1910—413.
[27] Rules, 1915, pp. 82-83.
[28] Report, 1914-15, p. 28.
[29] Rules, 1915—VII, c. 5.
[30] Rules, 1908, Art. XIII.
[31] Rules, 1914, p. 22.
[32] Rules, 1915, VII, c. 5.
[33] Rules, 1912, p. 25.
[34] Report, 1914-15, p. 28.
[35] Rules, 1915, p. 83.
[36] Rules, 1913, p. 43.
[37] Rules, 1914, p. 22.
[38] Tables III and IV.

in each case, for want of success. Teachers may be removed at any time in Columbus, Evansville, Fall River, Fargo, Greeley, Holyoke, Joliet, Lockport, New Orleans, Newport, Newton, Oakland, Pine Bluffs, Providence, St. Louis, Topeka, and Winston—Salem. Covington, Fort Worth, Louisville, New Haven,[39] and Portland, Ore., dismiss upon two weeks' notice. Beverly, Detroit, Grand Rapids, Milton, Nashville, and Waltham reserve the right to dismiss upon thirty days' notice. A number of these, however, require that a teacher desiring to resign shall give the board a longer time of notice than the board expects to give the teacher in return. With such provisions for easy removal, a means is afforded for disposing of incompetent teachers, but there is also a danger that it may not be conducive to the greatest care in the selection of teachers. On the other hand where teachers can be removed only for cause, as in New Jersey after three years' service,[40] the superintendent may be prevented from securing desirable results through the presence of incompetent or indolent teachers.

b. Text-Books and Courses of Study

(1) Selection of Text-Books. The provisions made for the selection of text-books are summarized in Table XVI. In such a professional matter as the selection of text-books it is surprising to find no small portion of cities in which the board does not deem it necessary to specify that its chief executive shall take part.

TABLE XVI[41]

SELECTION OF TEXT-BOOKS

	Rules	Min.
Superintendent selects—board approval may or may not be specified: 11, 52, 61, 72, 76, 94-5, 97	8	
18		1
Superintendent recommends and board approves: 1, 6, 9, 16, 24-7, 77, 82, 93, 100	12	
3, 17, 19, 21, 31, 34, 45-6, 53		9

[39] Superintendent dismisses at his discretion, but the board may, by a vote of five of the seven members, reverse his decision.

[40] School Laws, 1914, Sec. 130.

[41] The upper row of figures under each form of provision refers to cities of Table I and the lower to those of Table II.

Superintendent recommends to a committee, committee recommends to board: 2, 4, 10,[42] 12, 15, 17, 20, 28-9, 31-4, 37, 39, 41, 44-5, 47, 49, 50, 55, 59, 60, 62-3, 68-9, 75, 87, 91..	31	
2, 11, 38, 55, 60.....		5
Members of the department of instruction officially participate: 5, 8, 10,[42] 19, 23, 42, 53, 74, 84, 98.....	10	
6, 47, 59.....		3
Committee of the board recommends, superintendent has no official authority: 7, 13, 21-2, 35-6, 38, 40, 48, 56-8, 66-7, 71, 73, 78, 81, 83, 85-6, 89, 90.....	23	
4, 5, 8-10, 13, 49.....		7
Board authorizes: 3, 18, 30, 65, 70, 79, 80, 99.....	8	
12, 50, 57.....		3
Not definitely specified: 14, 43, 46, 51, 54, 64, 88, 92, 96.....	9	

In ten cities the rules specify that officers or other representatives of the instructional department shall participate in the selection of text-books. In New York the board of superintendents rather than the superintendent recommends, a committee considers, and the board approves.[43] In Baltimore the superintendent and assistant superintendents advise the board. If divided in their recommendations the board makes the final decision.[44] The superintendent apparently has no more voice than an assistant superintendent. The board of superintendents in Boston report to the superintendent on proposed changes and he recommends to the board.[45] The superintendent at Paterson appoints a committee of principals approved by the board. A committee of the board recommends to the board from the books selected by a committee of principals.[46] In Portland, Me., a committee of principals and teachers report to the superintendent, who transmits the recommendation of this committee with his own to a committee of the board, who report to the board.[47] In Grand Rapids while no nominations can be made for grade text-books except by the superintendent who recommends to a com-

[42] Superintendent recommends grade texts to a committee of the board. For high school texts the superintendent, principal of the high school and principal of the "union school" form a committee which recommends to a committee of the board. A majority of this committee may recommend on its own initiative. Rules 1913—30.

[43] By-Laws, 1914, p. 20.

[44] Rules, 1913, p. 9.

[45] Proposed Rules, 1915, Sec. 59, 68.

[46] Rules, 1911, Sec. 30.

[47] Report, 1914, p. 20.

mittee of the board, he has no such authority in the selection of high school texts. The superintendent and two high school principals recommend to a committee of the board. A majority of the three may recommend without the consent of the other. The board committee recommends to the board.[48] In New Orleans the superintendent transmits the views of assistant superintendents, principals, and teachers with his own to the board.[49] Supervisors in Joplin make "recommendations as to changes" to the superintendent. A committee of the board apparently participates though the provision is somewhat vague.[50]

The board in Providence [51] provides for both committee participation and teacher participation:

"Every proposition or request for a change . . . in text-books . . . for use in the day schools, shall be submitted to the committee in charge of the schools to be affected by the proposed change, unless the proposed change shall affect a special branch of instruction, and in that case it shall be submitted to the committee in charge of that branch of instruction. Such committee, if they shall deem the change advisable, shall submit the matter to the school committee, and thereupon the matter shall be submitted to a . . . committee of teachers to be constituted as follows:

For books . . . to be used in the primary schools only, such committee of teachers shall consist of five members and shall be appointed by a majority of the principals of the primary schools . . . "

Similar provisions are made for the appointment of a committee of teachers in grammar and high schools. In the case of special branches the committee in charge of such branch itself appoints the committee of teachers.

"The report of such committee of teachers shall be submitted to the superintendent and he shall transmit it, together with his recommendation . . . to the committee in charge . . . who shall report the matter to the school committee with their recommendation."

Johnstown, Pa., provides for teacher participation and also encourages activity on the part of publishers:

" . . . the superintendent shall request publishers to supply samples for each building in the city, and literature and briefs of the merit and adaptability of such books. The superintendent shall be held responsible for the proper distribution of such books, literature, and briefs among all

[48] Rules, 1913, Sec. 30.
[49] Rules, 1913—XII.
[50] Rules, 1915, Sec. I, IV.
[51] By-laws, 1914, p. 23f.

the buildings of the city, and for the opportunity of every teacher affected to examine these books. He shall require each teacher . . . to deposit in his office a sealed envelope in which each teacher indicates a first and second choice, with reasons in full for first choice. A committee of five principals, appointed by the principals of the city at a meeting conducted by the superintendent of schools shall canvass and tabulate the vote. The superintendent shall then organize the arguments of the teachers in behalf of the books that receive first choice and present the same, together with his own recommendation and the tabulated report of the committee of principals, to the board . . . "[51*]

A committee of the board participates in the selection of text-books in sixty cities of the ninety-one whose rules lend themselves to interpretation. In addition to the six instances just indicated it considers the recommendation of the superintendent in thirty others, considers the texts prescribed by the superintendent in St. Louis,[52] and may initiate of its own accord in twenty-three cities. In two other cases of committee participation besides Grand Rapids and St. Louis the rules specify that the selection must be approved by the superintendent. These are Lockport, N. Y.,[53] and Holyoke, Mass.[54] In Lockport the selection must likewise be approved by the committee. We see no reason why a committee could not "play politics" under such circumstances if it so desired.

The superintendent recommends direct in twelve cases and is given authority to select or "prescribe" in eight others. Three of the latter, Montgomery,[55] Ala., Freeport, N. Y.,[56] and St. Louis,[52] require board approval. Altogether he initiates supposedly, exclusive of those in which he selects and in which others of his department participate, in forty-two cities. We need to be cautious in one respect however. In those cities in which his recommendations are made to a committee, there is little assurance that the committee will not present alternative recommendations.

In the selection of text-books we have witnessed still another respect in which many boards have yet to recognize the professional aspects of educational leadership. While the superintendent is the one to whom the board looks for educational results we see a tendency for the board to retain not only the function of

[51*] Rules, 1912, Amend. 1915.
[52] Rules, 1914, p. 10.
[53] Rules, 1910, 27, 97.
[54] Rules, 1913, pp. 10-11.
[55] Rules, 1914, p. 2.
[56] Rules, 1914, p. 10.

determining the texts to be used, but even the authority to initiate changes. We do not for a moment believe that in all of the cities, or even in the larger part of them, the superintendent does not take the initiative. The significant fact is that he is not given such authority by rule. A second tendency observed is that of giving his professional assistants authority to participate in the selection or even to set aside his recommendations. Any provision which encourages divided recommendations as in Baltimore, or the high schools of Grand Rapids, permits interference with the superintendent in giving the community the full benefit of his professional ability. Unless his approval is required where teachers participate in the selection of texts an obstacle is placed in the way of his leadership. Recommendations are made by employees and subordinate officers in the field of business but they are transmitted through executive channels to the chief executive.

The instances found of board action on text-books in the sixty cities whose minutes were read do not bear out the contention of those who opine that committees exercise but little the authority given them in the selection of text-books. The second row of figures in Table XVI referring to cities of Table II give the distribution of twenty-eight cases found. Des Moines affords an illustration of how a committee of the board may participate in an administrative and professional matter.

"Your instruction committee, having charge of the selection of text-books, submits the following respecting the adoption of music readers.

Early in May a committee of twenty-two was appointed, representing all of the grades in the system. The publishing houses interested were notified of the membership of this committee and were authorized to visit its members during a particular week. On June 1st the representatives of the various publishing houses were not admitted and after a careful and complete discussion of the various books submitted a secret ballot was taken in which each member of the committee was directed to vote for a first and second choice. These ballots were sealed and placed in the hands of the chairman of the instruction committee where they remained until some ten days ago. The votes of the special committee are as follows:" [57]

It will be seen that a premium is placed on the persuasive powers of book agents rather than upon independent professional

[57] July 27, 1915.

judgment. Their ability to persuade teachers who may or may not be competent judges and not the authority of the chief executive is the deciding factor.

(2) *Preparation of Course of Study.* That it should be necessary to point out the need of professional skill and judgment in the selection of the course of study may seem to those experienced in matters educational as preposterous. Yet a perusal of the rules and regulations of boards of education indicates that by no means have all boards reached the point where they are ready to acknowledge the need of the professionally trained educator in shaping the course of study. It is not infrequent to find this task attempted by a committee of the board or even by the board itself.

"This committee shall take into careful consideration every proposition to change the course of study, and no such proposition shall be acted upon by the board until it has been referred to this committee and reported upon." [58]

"The committee on text-books shall consider and report in writing upon all propositions for any change in the course of studies except as provided in Sec. 7." Sec. 7 reads: "The committee on music, drawing, and writing shall have charge of their respective branches, and shall recommend such changes and improvements as may be needed." [59]

"It shall be the duty of the committee on course of study and text-books to acquaint themselves with the general character and purpose of the courses of instruction being pursued in the schools; to carefully investigate their general object and probable effect upon the future lives and characters of the children of this district; and to recommend such changes as may be deemed advisable." [60]

"The board shall exercise exclusive control over the curriculum . . . determining what branches may be included and the extent to which the teaching of each of these branches may be carried." [61]

Committee action is necessarily prefunctory in large measure as well as non-professional in the case of the course of study. The amount of time consumed in the preparation of a modern course of study is an amount larger than a member of the board could give and still have time to attend to important duties. What useful purpose a committee on course of study can serve,

[58] Waterbury, Conn., Rules and Regulations, 1914. Ch. I, Sec. 10.
[59] Pittsfield, Mass., Rules of the School Committee, 1911. Ch. II, Sec. 6, 7.
[60] Joliet, Ill., Manual, 1912, p. 12.
[61] Cedar Rapids, Ia., Rules and Regulations, 1914, XVI—I.

other than to consider with the superintendent the advisability of adding new subjects which may require additional expenditures, is difficult to conceive.

Table XVII indicates the provisions found for controlling the course of study. If this table is compared with Table XVI we note some evidence that the preparation of the course of study is considered more as a professional matter than the selection of text-books. The largest differences are in two groups, that in which the superintendent recommends to the board, and that in which a committee recommends to the board without any official authority to initiate being given to the superintendent.

TABLE XVII [62]

COURSE OF STUDY

	Rules	Min.
Superintendent prepares—board approval may or may not be required: 3, 6, 9, 11, 20-1, 23, 30, 61, 80, 92-3, 95, 97.....	14	
4, 14.....		2
Superintendent recommends and board approves: 1, 16, 24-7, 44, 51-2, 54, 60, 65, 67-9, 72-3, 76-7, 82, 88 94, 99, 100.....	24	
12, 19, 21, 45.....		4
Superintendent recommends to a committee, and committee recommends to board: 2, 4, 8, 10, 12-3, 15, 17, 29, 31-4, 39, 41, 45, 49, 50, 55, 57, 59, 62, 66, 74, 87, 90, 91.....	27	
6, 9, 10, 20.....		4
Members of the department of instruction officially participate: 5, 19.....	2	
59		1
Committee of the board recommends—superintendent has no official authority: 35-6, 38, 40, 47-8, 56, 58, 71, 75, 78, 83, 85-6.....	14	
8, 58.....		2
Board authorizes or prescribes: 18, 28, 37, 70, 79, 81.....	6	
7		1
Not definitely specified: 7, 14, 22, 42-3, 46, 53, 63-4, 84, 89, 96, 98.....	13	

Of the fourteen cities in which the board gives the committee on course of study initial authority to recommend changes, twelve

[62] Boards commonly do not distinguish between the use of the terms, "Course of Study" and "Curriculum." In the absence of any distinction, whatever provision was found is here included under Course of Study. Upper rows of given figures refer to cities of Table I, lower to those of Table II.

fall within the corresponding group in Table XVI. Of the twenty in the first two groups of the table on selection of text-books all are found within the first two groups of the table on the course of study. This indicates that boards which specify that the superintendent of schools shall have authority either to initiate changes in or select text-books, tend to give him similar powers in the preparation of the course of study. The difference, then, between the two tables with respect to the authority and initiative given to the superintendent by rule, does not appear to be accidental. Boards have chosen to retain control over the selection of text-books in a larger number of cities than in the case of the course of study.

The percentage of cases in which the board has yet to fully acknowledge educational leadership with respect to the course of study is not small. A committee of the board participates in at least forty-three out of eighty-seven cities whose rules lend themselves to interpretation. Baltimore makes the same unfortunate division of responsibility in case of the course of study that it does in the case of text-books.[63] New York has an unusual provision in that the power to initiate changes rests with a committee of the board. It must submit proposed changes to the board of superintendents for approval, but may by a three-fourths vote adopt without approval.[64] In neither of these cities can the board be said to have made its superintendent the authoritative head of the school system with respect to the course of study. He must share his authority with others.

The superintendent prepares or prescribes the course of study in fourteen cities. In New Haven,[65] however, he must consult with a committee of the board. He recommends direct to the board or arranges with board approval in twenty-four more cases. In twenty-seven others he apparently has the initiative but a committee intervenes.

In one form of practice often found among cities visited the superintendent appoints committees composed of teachers, principals, and supervisors to assist him in preparing courses of study. It is not unusual to find several committees each working on different subjects. This method of preparing the course of study

[63] Rules, 1913, p. 9.
[64] Rules, 1914, p. 20.
[65] Rules, 1910, p. 12.

is illustrated in Lincoln, Nebraska. The following quotation from the superintendent's statement described the procedure: [66]

"Originally a committee (of teachers) was appointed (by the superintendent) to group the subject matter of Geography as it might apply best to the various grades. This committee outlined first a minimum of geographical facts which ought to be acquired in each grade; second, a series of geographical problems which spring most naturally from our own community life and to which geographical knowledge and processes might apply. Their outline was used tentatively during a school year. A questionnaire was sent to each of the principals who replied to it after holding conference with her teachers of Geography. Each principal also sent in the best samples of plan books and of motivated problems which had grown up in her class room work. These are being incorporated with such of the original outlines as have proved entirely satisfactory after making wise deductions and eliminations."

What may be considered a new development upon this method of preparing courses of study occurs in a few cities. Reading, in the preparation of its course of study in arithmetic, sought to procure the services of the best professional judgment available. The superintendent with the assistance of teachers and supervisors prepared a course of study. This course when thus prepared represented the unaided professional judgment of the teachers, supervisors, and superintendent. The course was then submitted to a recognized specialist in courses of study for criticism and suggested changes which in his professional judgment were warranted.[67] This represents a type of development that may occur where boards of education give the superintendent wide authority in the preparation of courses of study.

2. Matters of Business

To discover what initiative and authority the superintendent has in matters of business, certain phases of the business administration were selected. The rules and regulations were examined for any provisions which give him the initiative with respect to recommendations on the erection or location of buildings

[66] Letter, March 8, 1916. A member of the board was appointed by the superintendent on this professional committee of teachers, principals, and supervisors. However, judging from the writer's personal acquaintance of the situation, this member of the board, who holds the degree of Ph.D., is to be regarded, not as a lay, but rather as a professional member of this committee.

[67] Letter of the superintendent, Feb. 17, 1916.

and which give him the power of approval of architects' plans. They were further examined for provisions which give him similar powers with respect to the budget.

a. Building Construction

There is a clear absence of any specific provisions in most cities giving the superintendent authority to approve or disapprove architects' plans for buildings. There is a marked absence of specific provisions which give the superintendent the initiative or which require his approval in matters of building construction. Few boards make such provisions with respect to recommendations for new buildings, their location, and approval of architects' plans of buildings therefor or for improvement of old buildings. Very general rules are sometimes found which make it a duty of the superintendent to make recommendations for the improvement of the school system. We see no reason, however, for attaching an interpretation to these liberal enough to include the erection of buildings and the responsibility for approval of plans when boards do not expect that such shall be the case in such matters as selection of text-books, approval of courses of study, or appointment of teachers. Of the hundred cities none were found which require that the location of buildings shall meet the approval of the superintendent as chief executive. His information or suggestions as to plans are sought in seven cities: Fort Smith,[68] Fremont,[69] Holyoke,[70] Joplin,[71] Lawrence,[72] Lincoln,[73] Salt Lake.[74] In Philadelphia, the superintendent of buildings is required by law [75] to submit plans for construction of new buildings to the superintendent for criticism. In Minneapolis [76] and Denver [77] the assistant superintendent in charge of business affairs has charge of construction. In Norwalk [78] and Indianapolis [79] the superintendent recommends alterations or enlargements. In St. Louis [80] the superintendent reports to the board on "new buildings or additions." He reports "defects or deficiencies" in

[68] Rules, 1911, Chap. V.
[69] Statement of superintendent to the writer, Jan. 5, 1916.
[70] Rules, 1913, Sec. 34.
[71] Rules, 1915, Sec. 11.
[72] Rules, 1912.
[73] Rules, 1912, pp. 15-17.
[74] Rules, 1906, Art. II.
[75] School Laws, 1915, Sec. 2231.
[76] Rules, 1915.
[77] Rules, Jan., 1916, Art. II.
[78] Rules, 1914.
[79] Rules, 1911, X.
[80] Rules, 1914, Rule 25.

Brockton.[81] In Nashville [82] local committees "shall visit the schools—confer with the superintendent—and recommend improvements."

Other than the provisions found in the above fifteen cities we find little authority given to the superintendent by rule with respect to the construction of buildings. Except for Joplin and Philadelphia we may seem to have disregarded those cities indicated in Table XII of Chapter II in which the superintendent directs the superintendent of buildings. However, in each of the remaining cases either the superintendent of buildings does not have charge of construction or he is not under direction of the superintendent in such matters. From the facts found it seems a fair conclusion that many boards have yet to recognize the professional leadership of their chief executive in matters of building construction.

b. The Budget

When we read the rules and regulations for provisions referring to budget making, we note in a considerable number of cities an absence of any reference whatsoever to the budget. The term "budget" is rarely used. A term commonly employed is "estimate of receipts and expenditures." The absence of any specific reference to the superintendent in this connection in over 80 per cent of the cases is evidence that most boards do not expect, as they might, to use the budget as an effective means of controlling the chief executive. They cannot be said to look upon the budget as the instrument through which the superintendent is to initiate proposed policies. Not one city was found in which the board of education requires the chief executive to submit a budget as detailed as that required of the city-manager in Dayton. In only seven cities, Denver, Fremont, Lawrence, Lincoln, Minneapolis, Norwalk, and Schenectady are we positive that the budget is prepared by the superintendent or under his direction. In Denver [83] and Minneapolis [84] the superintendent in conference with the assistant superintendent in charge of business affairs prepares the budget. Lawrence [85] requires the superintendent

[81] Rules, 1915, Art. III.
[82] Rules, 1911, Chap. V.
[83] *Op. cit.*, Sec. 19.
[84] *Op. cit.*, II-9.
[85] Rules, 1912, Chap. II.

"to annually prepare an estimate of the expenses of the schools and to make a report of the same to the board in detail." In Norwalk [86] and Lincoln [87] the superintendent is required to furnish the finance committee with data on the budget though in practice, as in the two remaining cities, he prepares it. We cannot say in how many other cities he prepares the budget in practice or how many have anything worthy of the title of "budget." A complete study of the subject of school budgets would require a study in itself. We know that in eight other cities the superintendent either by rule or practice is assigned the work of preparing certain sections of the budget. In Terre Haute [88] he estimates the needs of the department of education and attendance, but the business director prepares the estimate for all departments. Covington,[89] Laramie,[90] Louisville,[91] Milton, Mass.,[92] and Sioux City,[93] require him to estimate such matters as books and supplies or equipment. In Pierce and West Point, Nebraska, he does so as a matter of practice. In another, Kansas City, Mo., the executive officers in practice assist the finance committee but the board revises. Cleveland only mentions "estimated receipts and expenditures" and then under the duties of the business director who is independent of the superintendent. We noted in Chapter II that in both Indianapolis and Boston the board seeks the assistance of the business agent rather than the superintendent. Of the eighty remaining cities, forty-nine assign to the finance committee the duty of either preparing the budget or revising the estimates of other committees. Thirty-one are silent with respect to this important matter.

From such facts as these it appears that most boards of education are neglecting the opportunity to use the chief executive's ability in directing its financial policies. They do not give him the authority necessary to make him the real leader in matters of educational and financial administration, neither do they hold him responsible for educational results through the budget, nor do they expect him to initiate new policies through it. They fail to avail themselves of the one important instrument through which a board may exercise its legislative functions, knowing defi-

[86] Rules, 1914, Sec. 17.
[87] Rules, 1912, p. 14.
[88] Rules, 1914, pp. 8, 31.
[89] Rules, 1914, Sec. 36.
[90] Rules, 1913, Sec. 31.
[91] Rules, 1910, Sec. 13.
[92] Rules, 1913, Sec. 16.
[93] Rules, 1912—IX.

nitely just what policies are to mean and what is to be achieved with the money appropriated, and which at the same time secures a maximum of administrative leadership and responsibility from the chief executive and his assistants. This failure to use the budget as an instrument of control is probably a fault of superintendents as well as boards of education. With the gradual development of a class of superintendents who have had a careful training in scientific budget making it is possible that we may expect some improvement in this chaotic condition in the near future.

3. Summary

From the data presented with respect to the authority granted the chief executive in purely professional matters, we see that there are boards in no small number who have not yet solved the problem of a judicious distribution of lay and professional control. This is evident in such instructional matters as: the appointment of teachers, their assignment and transfer, promotion in salaries and removal; the selection of text-books and the preparation of courses of study. It is evident in such business matters as building construction and the budget. In each of these respects boards are found which do not specifically recognize the need of professional leadership. Either the board or its committee assumes a rôle in many cases which is not unimportant from the standpoint of efficient administration. Comparatively few boards specifically designate the functions of committees as advisory and not administrative. Few designate that the superintendent must approve in these professional matters. This in itself is evidence that boards do not defer to professional judgment in the same degree as we find in business administration. They have not learned the lesson offered by business organizations, namely: that efficient results can be obtained by (1) giving to the chief executive large powers, (2) holding him responsible for results, (3) and designating him as the one to initiate new policies.

CONCLUSIONS AND RECOMMENDATIONS

We may summarize our findings in the form of a description of the typical board of education. It may be described somewhat as follows:

The typical board of education has from five to nine members and four to six committees. It commonly has among its committees, a committee on buildings, a committee on finance and a committee on teachers. These committees perform administrative as well as legislative matters. The policies recommended by committees are accepted without question. The board itself has not formed a clear conception of the professional aspects of its superintendent's position. It spends much of its own time on unimportant matters and matters of administrative detail. It does not require that its superintendent shall make accurate, detailed objective reports on past achievements of the system and present proposals as a basis for passing upon school policies. It provides several executive officers each comparatively independent of the superintendent, whose scope of authority is limited. He commonly makes recommendations on the appointment and assignment of teachers, the selection of text-books and the preparation of courses of study, but he is not assured that the board will not take action altogether independent of his recommendations. The board does not consider it essential that the location of buildings and plans for their construction shall meet educational requirements as recommended by the superintendent. It does not consider it essential that the budget shall be prepared by the superintendent and his assistants, neither does it expect him to propose new policies through it nor does it expect to hold him responsible for results through it.

Our conclusions and recommendations are:—

1. That a board of education should endeavor to discover its own proper duties and those that should be delegated to professional executive officers.

2. That its own function is first of all
   (a) to choose a professionally trained chief executive, centralize authority and responsibility for results in him and expect him to initiate all policies; and then
   (b) to debate such proposed policies with him in the light of definite objective evidence and to provide the legislation necessary to secure efficient results.
3. That a board of education need wait for no precedent to adopt a form of administrative organization in which the professional superintendent is made the administrative leader and chief executive of the system, and in which the board itself serves in an advisory and legislative capacity and acts only through its chief executive. Such precedent is amply provided by successful business organizations.

Our recommendations will be presented more in detail in the form of a proposed set of rules and regulations, covering points touched upon in the present study.

The administrative procedure we have outlined in this study may be considered impossible of achievement because of certain inherent limitations. Objections will come from two sources, (1) those who object to what appears an unwarranted centralization of power in a democratic system of education and (2) those who maintain that the task outlined for the chief executive is beyond the capacity of the ordinary superintendent of schools. To the first of these we will cite in answer the form of democracy under the English national government.[94] Our proposed system is a parallel to this deferential system of democratic government through trained leaders, and which is possibly the most successful form of democratic government known to students of government. To the second objection we will agree that the task is beyond unprepared superintendents. It requires that leaders be professionally trained and that boards exercise well their most important duty of selecting a chief executive officer.

[94] For a description of the operation of the English government the reader is referred to Bagehot: "English Constitution," or Lowell, "Government of England."

APPENDIX A

PROPOSED RULES AND REGULATIONS

For a Board of Seven Members

Organization—The board shall meet annually for organization in the central administrative offices of the schools, at which meeting five members shall constitute a quorum for the transaction of business. The superintendent of schools as chief executive officer shall serve as president of the board. At this meeting the board shall elect a treasurer. The president shall at this meeting or as soon as he deems advisable thereafter announce the standing committees for the year. These committees shall be a committee on buildings, a committee on finance, a committee on teachers and such other special committees as the superintendent may from time to time desire and the board approve.

Meetings—The board shall meet regularly each month at such hour as the president may from time to time designate. Special meetings shall be held at the direction of the president or upon the written request of three members.

Committees—The duties of all committees shall be advisory and not executive. The chief executive shall have power to refer current business to appropriate committees for consideration. It shall be the primary function of committees to consider the reports of executive officers.

Finance committee—It shall be the duty of the finance committee to consider all important matters of financial policy. It shall consider the recommendations of the chief executive for additional capital outlays and the means of financing such outlays. It shall consider the annual budget for maintenance in conference with the chief executive and the assistant superintendent in charge of business affairs. It shall consider the reports of the treasurer and of the assistant superintendent of business affairs on the financial status of the system.

Building committee—It shall be the duty of the building committee to consider, in conference with the chief executive and the assistant superintendent in charge of business affairs, the recommendations on the location of buildings and sites and construction of new school buildings. It shall consider the recommendations of the chief executive for the alteration and improvement of old buildings. It shall, in conference with the chief executive and the assistant superintendent in charge of business affairs, examine plans and specifications. It shall be the duty of this

committee to consider the report of the assistant superintendent of business affairs as it pertains to buildings.

Committee on teachers—It shall be the duty of the committee on teachers to advise with the superintendent, affording a group judgment, on his recommendations for extensions or readjustments of the scope of educational activities. It shall consider the report of the superintendent concerning the progress of the schools.

Executive officers—

The superintendent—The superintendent of schools shall be the *chief executive officer.* He shall be the administrative head of all departments and shall be responsible for their efficient administration.

Powers and duties:

Nominations—He shall have sole authority to nominate to the board for appointment all assistant executive officers in charge of departments. He shall nominate all assistant superintendents in the educational department and all supervisors and principals. He shall nominate a chief attendance officer and a chief medical inspector.

Appointments—No person shall be appointed or elected to any position if the chief executive officer disapproves of such appointment or election. He shall conduct or cause to be conducted all examinations, both written or oral, for positions as teachers. He shall have power to select and appoint all teachers subject only to disapproval by a five-sevenths vote of the board.

Assignments and transfers—He shall make such assignments and reassignments or transfers as in his professional judgment are necessary to secure the highest efficiency in teaching.

Improvement of teachers in service—He shall be charged with the responsibility of all measures for the improvement of teachers in service. He shall at all times, with the aid of such professional assistance as he may command, labor for improvement in the efficiency of the teaching and supervisory staff.

He shall keep detailed records of efforts and achievements in the direction of improvement. The board *does not desire* to know *how many* visits of supervisors have been made or *how many* teachers' meetings have been held, but it demands a report upon the achievements of such visits and meetings. No teacher, principal or supervisor shall be dismissed until the superintendent presents the records of efforts made to improve such teacher, principal or supervisor.

That teachers may have adequate personal supervision, the board agrees to appoint such departmental and special supervisors as the superintendent deems necessary. The board demands that the superintendent and his assistants capitalize the success of especially capable teachers, and for that purpose the superintendent may require any teacher to observe the teaching of successful teachers at his discretion. He shall report the

amount of substitute service required for such purpose to the board for approval. He shall be permitted to order the dismissal of any room or grade for such attendance upon teachers' meetings as he deems advisable. He shall report the amount of such time granted to the board for approval. He shall, with the aid of his assistants, from time to time issue bulletins, circulars and courses of study, containing suggestive methods for the guidance of teachers. He shall conduct such annual institutes as may be required by law, or as he may determine, and shall have power to expend such amounts for the services of specialists in education as approved in the budget.

Leaves of absence—The superintendent may recommend teachers who have been in the employ of the board for a period of six years to be granted one year's leave of absence for study under conditions approved by him, such teachers to receive a salary equal to one-half of the salary regularly received, provided, however, that eligibility to such salary allowance shall be on condition that such teacher continue in the service of the system for three additional years.

Salaries—The superintendent shall recommend the schedule of salaries to the board for approval. Such schedule shall provide minimum and maximum schedules and annual increases, said increases to be conditioned upon successful service approved by the superintendent. Increases beyond the schedule increases or beyond the maximum for any class shall be conditioned upon extraordinary merit, and must be recommended by the superintendent and approved by the board. For the satisfactory completion of courses in one summer term or its equivalent of such courses, and in such institutions as shall be approved by the superintendent, teachers shall, on recommendation of the superintendent, receive a salary increase of $50.

Removal of teachers—The superintendent may suspend teachers for cause. Such suspension shall be reported to the board. No teacher shall be recommended for dismissal except upon evidence that the superintendent has used every available means to improve the efficiency of the teacher in question without success. All removals shall be subject to contract terms, provided that teachers may be removed at any time for cause.

Selection of text-books—The superintendent shall, with the aid of such professional assistance as may be available, select all text-books to be used in the schools, provided that all purchases shall be within the appropriation of the budget for text-books and provided the board may disapprove changes only by a five-sevenths vote.

Courses of study—The superintendent shall propose the subjects to be taught. After approval by the board he shall, with such professional assistance as may be available, prepare minimum courses of study, including therein statements of principles and aims, suggestive methods and

lesson plans. When such courses or important changes therein are prepared, he shall report them to the board, and unless disapproved by a five-sevenths vote of the board, they shall stand approved. He shall prescribe the distribution of time among the several subjects. He may authorize principals to make such variations from the allotted schedule as locality needs may demand.

Initiating new policies—The superintendent of schools, as chief executive officer, shall initiate all policies.

The budget—He shall annually, with the assistance of the assistant superintendent in charge of business affairs, prepare the budget of expenditures and receipts for all departments. He shall recommend transfers of funds within the budget. The budget shall contain as a minimum the following information:

1. A summary of proposed expenditures and probable receipts with similar data in parallel columns for the present and the two preceding fiscal years.
2. A detailed estimate of proposed expenditures for each department showing in parallel columns expenditures for the two preceding fiscal years, together with expenditures for corresponding items for the current fiscal year, including adjustments due to transfers between appropriations plus an estimate of the probable additional expenditures and unappropriated balances for the remainder of the current fiscal year, together with the amount of supplies and materials on hand.
3. Increases or decreases of requests compared with corresponding appropriations for current and previous years.

All estimates shall be in terms of unit specifications accompanied by such data as may be necessary to show whether increases or decreases for any given item are due to changes in cost, in quality or in amount of materials or service to be purchased.

Expenditures for each major item shall indicate the per cent which it represents of the total expenditures accompanied by similar figures for the present and the two preceding years, and for other cities of its class and locality.

All expenditures for text-books, supplies, administrative control, supervision, instruction, fuel, janitors' service and supplies shall be shown in per pupil cost terms.

The proposed budget shall be accompanied by data showing the taxable wealth per child, the amount of indebtedness, the tax rate for all purposes and for schools compared with similar expenditures in other cities of its class and locality.

Such analytical data shall be accompanied by such graphic representations as may be necessary to show the full effect thereof.

The proposed budget shall be accompanied by brief statements of explanation in all instances where significant changes from previous years are proposed.

Buildings—The superintendent shall make recommendations to the board for the erection of new buildings and the alteration or improvement of old buildings. He shall recommend the location and shall approve all plans and specifications for construction.

Supplies and equipment—The superintendent shall recommend all apparatus, supplies and equipment to be purchased and the specifications thereof to the board as a part of the detailed budget. No specifications shall be adopted without his approval. He may authorize expenditures not provided in the budget in such amounts as the board shall from time to time approve.

By-laws and rules—The superintendent shall prepare and submit to the board for approval by-laws prescribing the authority and responsibility of executive officers. He shall prepare rules for the government of supervisors, principals, teachers and pupils.

The superintendent's report—The superintendent shall report to the board on all important matters of administration. He shall make such reports as may be necessary to exhibit the efficiency of all departments. He shall accompany all proposed policies by such statistical data as may be necessary to show specifically past achievements and present conditions. He shall direct the preparation of the reports of all subordinate executive officers. He shall direct the records to be kept and reports to be made by principals, supervisors and teachers.

The assistant superintendent in charge of business affairs—He shall perform his duties *under the direction of the superintendent.* He shall act as the financial and purchasing agent of the board. He shall have charge of the construction, operation and maintenance of buildings and equipment.

He shall, under the direction of the superintendent, and within the limits of the detailed budget adopted by the board, make all purchases and expenditures. Such expenditures shall be reported to the board.

He shall, when authorized by the board, invest the funds of the board, change securities and place insurance as the board may determine.

He shall purchase all supplies, equipment and other materials as the superintendent may direct within the appropriation of the budget.

He shall have authority to call for bids upon construction, fuel, supplies, equipment and other materials upon specifications approved by the board. He shall require all bids to be accompanied by a certified check in such proportion of the amount of the contract as the board may from time to time determine.

He shall prepare, or cause to be prepared, under the direction of the superintendent, all plans and specifications for the construction of new buildings and improvements or alterations of old buildings.

He shall recommend necessary repairs to the superintendent, who shall make all recommendations to the board for the erection or improvement of buildings.

He shall audit claims, approve all bills, prepare all pay rolls and approve all payments on construction contracts.

He shall nominate all subordinate officers in his department to the superintendent, and shall appoint all janitors and other employees of his department, subject to the approval of the superintendent.

He shall prepare for the approval of the superintendent the necessary rules for the government of his department.

He shall perform such other duties as the superintendent may direct.

The report of the assistant superintendent in charge of business affairs—The assistant superintendent in charge of business affairs shall report currently and at such other times as the board or the superintendent may direct. Such report shall be made to the chief executive for report to and examination by the board, giving all important matters of business transacted or pending and the financial status of the system. Such reports shall be adequate to show in detail the full effect of all transactions.

He shall report upon the progress of construction and upon improvements made.

Communications and complaints—All communications and complaints shall be presented to the secretary to the superintendent *in writing*. Other than formal and official communications shall be reduced to the form of a brief not to exceed 300 words in length. The superintendent and his assistants may, if they deem advisable, grant a hearing, either private or public, to the parties interested. Only in case satisfactory adjustment cannot be made by the superintendent and his assistants shall such communications or complaints be referred to the board. In such event the board, after considering the brief and additional evidence submitted by the superintendent will, if it deems advisable, grant a hearing to the parties interested.

Amendments—These rules and regulations shall not be amended during the time of the superintendent's term of office, except as he shall approve, or in accord with the terms of his contract with the board.

APPENDIX B

In selecting the one hundred cities whose rules were to be considered in this study, an effort was made to include cities of all sizes selected approximately at random. They were finally chosen from those whose rules were received at Bryson Library, Teachers College. Many cities which would have made desirable material for study were necessarily omitted because they had not published rules and regulations within recent years. To secure the required one hundred it was necessary to include some whose rules were not of as late date as might be desired. A number of these were received as late as October 1915 as the last rules published of the board. The cities of Table II were selected in a similar manner.

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Reading. June 16, July 6, 21, Aug. 18, Sept. 15, Oct. 20, Nov. 17, 1914.
Worcester. May 4, June 1, 28, Sept. 7, Oct. 5, Nov. 2, 1915.
Newark. April 29, May 27, June 8, 18, 24, 30, July 29, Aug. 26, Sept. 30, 1915.
Albany. June 7, 28, July 6, 19, Aug. 5, Sept. 20, Oct. 4, Nov. 1, 1915.
Milwaukee. June 1, 30, July 6, Aug. 3, Sept. 7, Oct. 5, 1915.
Somerville. March 1, 9, 29, April 26, May 24, June 28, Sept. 1, 27, 1915.
Lancaster. June 1, July 6, Aug. 5, Sept. 2, Oct. 7, Nov. 4, 1915.
Muskegon. July 9, 16, Aug. 13, Sept. 1, 10, 17, 1915.
East Orange. Oct. 1, 11, 25, Nov. 8, 22, 1915.
Grand Rapids. May 3, 17, 24, June 7, 21, 23, July 6, Aug. 2, 23, Sept. 7, 20, Oct. 4, 18, 1915.
Lincoln. July 6, 15, 27, Aug. 12, 25, Sept. 1, 7, 21, 30, Oct. 8, 19, 1915.
Omaha. July 6, 16, Aug. 2, 16, Sept. 7, 20, Oct. 4, 18, Nov. 1, 15, 1915.
Fremont. April 7, 24, May 6, June 7, July 7, Aug. 2, Sept. 6, Oct. 4, 1915.
West Point. June 7, Aug. 2, 5, 23, Sept. 16, Oct. 4, Nov. 1, Dec. 6, 1915.
Pierce. June 14, July 12, 27, Sept. 9, 14, Nov. 10, 24, Dec. 14, 1915.

Schenectady. May 11, June 8, 15, 22, July 13, Sept. 9, Oct. 12, Nov. 9, Dec. 2, 17, 1915.
Dunkirk. Sept. 13, Oct. 11, 19, 23, 1915.
Millville. Oct. 6, Nov. 3, 1915.
Topeka. Dec. 6, 9, 13, 1915; Jan. 3, 1916.
Framingham. Oct. 4, 18, Nov. 1, 15, Dec. 6, 21, 1915.
Whitehall. Nov. 8, 22, 1915.
La Porte. Aug. 2, 14, 16, Oct. 4, Nov. 1, Dec. 6, 1915.
Benton Harbor. Dec. 4, 1915; Jan. 8, 10, 1916.
Boise. July 12, Aug. 23, 31, Sept. 13, Oct. 13, 27, 1915.
Bloomington. Sept. 11, Oct. 22, Nov. 5, 22, 1915.
Kewanee. Nov. 2, Dec. 7, 1915.
Burlington. June 4, 11, 17, 26, July 2, Aug. 4, Sept. 3, 13, Oct. 1, Nov. 5, 1915.
Paducah. Sept. 3, Oct. 6, Nov. 3, 1915.
Salem. Sept. 13, 20, Oct. 11, 25, Nov. 1, 10, 22, 1915.
Council Bluffs. March 15, Sept. 7, Oct. 5, 1915.
New Orleans. Aug. 26, Nov. 24, 1915.
Richmond. Oct. 22, Nov. 22, 30, Dec. 17, 1915.
Carthage. Oct. 5, Nov. 2, 9, Dec. 7, 1915.
Owatonna. July 6, Oct. 6, 8, Nov. 2, Dec. 7, 1915.
Martins Ferry. June 25, 30, July 9, 22, Aug. 5, 16, 26, Sept. 6, 20, 30, Oct. 18, 28, Nov. 15, 23, 1915.
Waterloo. March 18, 26, April 1, 15, 1913.
Bellaire. Nov. 15, 1915.
Mansfield. Sept. 15, 21, Oct. 2, 5, 1915.
Plattsmouth. Oct. 4, Nov. 1, Dec. 6, 1915.
Wichita. Oct. 4, 8, 1915.
Lead. Nov. 12, 1915.
San Antonio. Oct. 16, 19, Nov. 2, Dec. 8, 1915.
Mitchell. July 30, Sept. 8, 1915.
Des Moines. July 27, Oct. 12, 19, 1915.
Winfield. Oct. 1, Nov. 1, Dec. 6, 13, 1915.
Kalamazoo. May 18, 27, June 1, 7, 15, July 6, 15, 20, Aug. 3, Sept. 7, 21, Oct. 5, 19, 1915.
Ypsilanti. Sept. 9, 16, Oct. 5, 15, 16, 27, Nov. 5, Dec. 7, 1915.
Chatham. July 27, Aug. 31, Sept. 28, Oct. 26, Nov. 30, Dec. 28, 1915.
Louisville. July 13 and 23,[1] Oct. 30, Nov. 2, 1915.
Montclair. Oct. 26, Nov. 9, 23, 1915.
Bridgeport. Dec. 14, 29, 1915; Jan. 10, 16, Feb. 10, 1916.
Chicago. Dec. 8, 10, 22, 1915; Jan. 5, 19, 1916.
Jersey City. June 2, 16, 23, 30, July 7, 21, 26, Aug. 18, 30, Sept. 1, 1915.
Cleveland. Sept. 7, 13, 20, 27, 1915.
Elizabeth. Oct. 8, 20, Nov. 12, Dec. 10, 1914; Jan. 14, 28, 1915.
New York. Sept. 15, 29, Oct. 13, 27, 1915.
Los Angeles. Jan. 20, 24, 1916.

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